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INTI Project: One-Stop Shop: A New Answer for Immigrant Integration?

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Country Report for Spain

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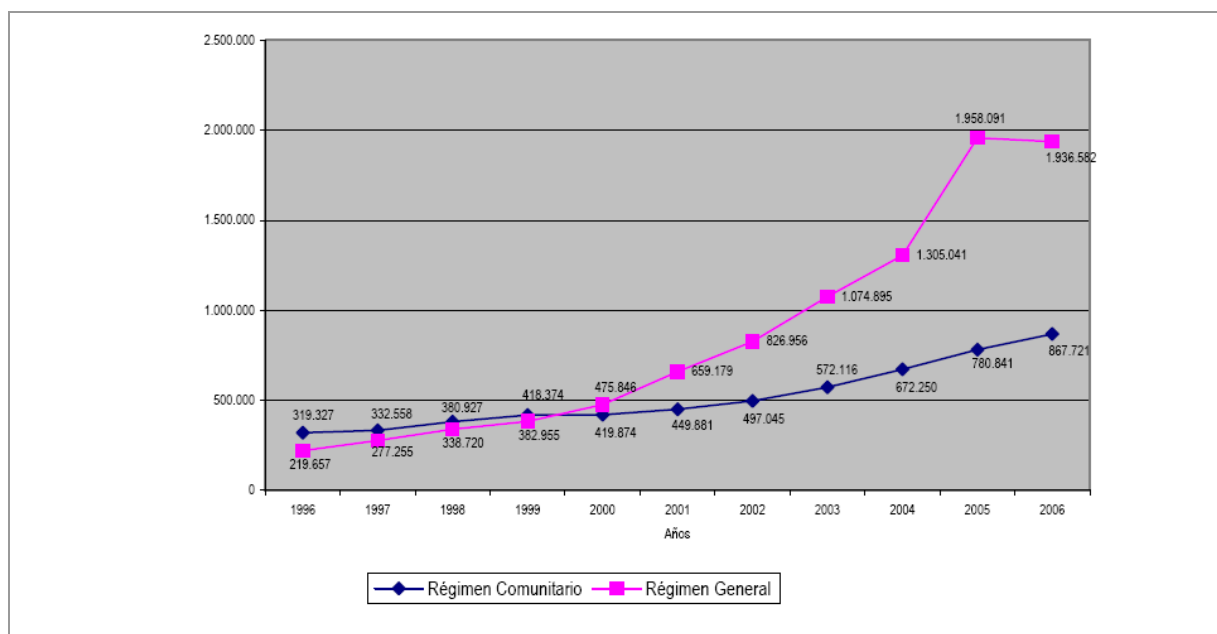
1. Introduction: Immigration in Spain

All reports dealing with immigration in Spain concur in pointing out the major changes Spain has recently undergone as it becomes a host/receiving country in Europe. The documents in question also highlight that this is a new phenomenon compared with other European countries that have been dealing with immigrant integration for a much longer time.

Before describing the main characteristics of the foreign population living in Spain, it is important to bear in mind the difference between the following terms: foreign population, EU foreigners and non-EU foreigners (or extra-communitarians), to be able to understand the description of the situation as it is. The term foreign population makes reference to the total of non-Spaniards living in Spain; the term EU foreign population refers to European Union nationals, (these are nationals from the 25 member states of the European Union) and non-EU foreign population refers to third-country nationals; the latter is the so-called immigrant population in sociological terms.

Figures on foreigners in Spain started to show an increase in 1996, although the difference in the growth trend between the growth in the EU foreign population and in the non-EU foreign population (within the so-called General Regime described below) is obvious. Graph 1 Below (taken from the Strategic Plan for Citizenship and Integration) shows a slight, although persistent, trend of growth for the EU foreign population in Spain and a very different trend involving accelerated growth among the non-EU foreign population.

Graph 1: Numbers of Immigrants in Spain



Between the years 2000 and 2002, the presence of non-EU foreign people skyrocketed in Spain, as in the space of one year, it grew by 74%. From 2002 onwards the trend continues until 2004 with average growth rates of around 26%. Nevertheless, growth accelerated again in 2005 as the non-EU population growth rate reached 50% in relation to the previous year. It is likely that 2005 figures were affected by the normalisation process for non-EU foreign workers carried out in Spain that year to regularise the situation of persons living in the country and working in the informal economy. Strictly speaking the normalisation process contributed to increasing the visibility of a population that was already living and working in Spain and not to increase the presence of this group in Spain.

The above graph shows the trend towards stability observed in 2006 and, nevertheless, in 2007, growth accelerates again, reaching the figure of 2,357,218 non-EU foreigners, that is, an increase of 22%.

The snapshot shown below on immigration in Spain is based on data provided mainly by the *Boletín Estadístico de Extranjería e Inmigración* (Statistical Bulletin on Foreigners and Immigration) (No. 15, January 2008), a quarterly publication belonging to the State Secretariat for Immigration and Emigration (SEIE), (Ministry for Labour

and Social Affairs) of Spain, edited by the Permanent Immigration Observatory (OPI). The data provided are from 31 December 2007. Other data offered by various sources has also been taken into account, citing the sources in each case and highlighting the period the data refers to.

On 31 December 2007, there were 3,979,014 foreign citizens residing in Spain with a valid residence card or residence authorisation, of whom 45.65% were women and 54.35% men.

In what follows, a more extensive picture of the most relevant foreign population variables in Spain is offered, among others: the residence regime, foreign population rate (differentiating non-EU foreigners), continent and country of origin, geographical distribution of foreign population in Spain, age groups, employment, industry sectors and social security registration.

Foreigners under the Residence Permit Regime

According to the residence permit regime, 2,357,218 foreigners (59.24% of the total) are included under the General Regime (non-EU foreigners are part of this regime.) Under the EU Regime, there were 1,621,796 (40.76%) registered: the nationals of countries in the European Union are part of this regime, as well as their relatives and the relatives of Spaniards from other countries. That is, the difference between non-EU and EU foreigners is 735,422 additional persons in the former category. We must also recall here that nationals of Romania and Bulgaria are currently included under the EU citizen category, as these countries became part of the EU in January 2007.

Rate of foreign population

Considering the whole population of Spain of 45,200,737 (INE,¹ December 2007), the rate of foreigners would reach 8.8% and non-EU foreigners 5.2%. Both rates are estimated according to those foreigners having a card or valid authorisation of residency. Other analyses including registration of foreigners in local censuses estimate that the proportion of non-EU foreigners would reach 8.5%.

¹National Statistics Institute.

Immigration by continent and country of origin

By continent, 38.87% of foreigners are EU citizens, 30.55% are from Latin America, 21.15% from Africa, 6.00% are Asians and the remaining 2.89% are from non-EU countries. The least relevant sections in proportion to foreign population residing in Spain are: 0.48% North American nationals and 0.05% from countries in Oceania. Some 1,130 people have no registered nationality and they are therefore registered as stateless persons. If we compare the Latin American community with the rest of the non-EU citizens, the percentages are very similar: 30.55% Latin Americans versus 30.57%. Only Morocco, China and, to a lesser degree, Algeria, contribute to breaking the Latin American hegemony.

The ten main nationalities in Spain are: Moroccans (648,735 people), Romanians (603,889) and Ecuadorians (395,808). After these three, we find Colombians (254,301), British (198,638), Bulgarians (127,058), Italians (124,936), Chinese (119,859), Peruvians (116,202) and Portuguese (101,818). Persons from these ten nationalities represent 67.66% of the total foreign population with a registration certificate or residence permit in force in Spain in December 2007.

If we focus exclusively on groups of non-EU foreigners, we find the following list in descending order.

Table 1: Ten Main Non-EU Nationalities

Continent	Country	Population	% in relation to total foreign population
Africa	Morocco	648,735	27.5
Latin America	Ecuador	395,808	16.8
	Colombia	254,301	10.8
Asia	China	119,859	5.1
Latin America	Peru	116,202	4.9
	Argentina	96,055	4.1
	Dominican Rep.	70,775	3.0
	Bolivia	69,109	2.9
Africa	Algeria	45,825	1.9
Latin America	Cuba	45,068	1.9
	Brazil	39,170	1.7
	Total	1,900,907	81
Other third countries		456,311	19
Total non EU		2,357,218	100
EU		1,621,796	
	Total Foreigners	3,979,014	

Source: Boletín Estadístico de Extranjería e Inmigración. (Statistical Bulletin on Foreigners and Immigration, January 2008)

Viewing table 1, just ten of the nationalities represent a full 47% of the non-EU foreign population in Spain.

Geographical Distribution of the Foreign Population

The table below shows the geographical distribution of foreign population in the various Spanish autonomous regions, distinguishing between EU foreign population and non-EU foreign population.

Table 2: Immigrants According to Territory

Territory	Total	Regime: EU	Regime: General	Percentage
Autonomous Region	Foreign Population	EU Citizens	Non-EU	Non-EU
Andalusia	504,122	251,379	252,743	10.72
Aragon	148,319	67,671	80,648	3.42
Asturias	32,394	16,600	15,794	0.67
Balearic Islands	166,936	87,831	79,105	3.36
Canary Islands	206,364	114,477	91,887	3.90
Cantabria	26,636	11,249	15,387	0.65
Castille -La Mancha	160,896	62,007	98,889	4.20
Castille and Leon	146,400	66,526	79,874	3.39
Catalonia	860,575	238,905	621,670	26.37
Region of Valencia	517,408	253,166	264,242	11.21
Extremadura	34,369	15,232	19,137	0.81
Galicia	75,346	40,656	34,690	1.47
Madrid	712,011	280,511	431,500	18.31
Murcia	188,597	45,156	143,441	6.09
Navarra	53,844	18,240	35,604	1.51
Basque Country	83,875	33,808	50,067	2.12
La Rioja	39,025	12,683	26,342	1.12
Ceuta	3,605	2,265	1,340	0.06
Melilla	6,004	2,890	3,114	0.13
No data	12,288	544	11,744	0.50
TOTAL	3,979,014	1,621,796	2,357,218	100

Source: Boletín Estadístico de Extranjería e Inmigración, January, 2008.

Viewing table 2 above, we can see the high predominance of non-EU foreign population in the Regions of Catalonia, Madrid, Valencia and Andalusia. These four Regions alone are home to 67% of the non-EU foreign population in Spain (1,570,155 people). Without doubt, the region with the greatest number of foreign people is Catalonia (26.37%) followed by Madrid (18.31%). We can also appreciate the difference in the number of EU and non-EU citizens in both regions. Thus, for instance, the percentage of foreign non-EU population in Catalonia in relation to the total number of foreigners is 72.2% and in Madrid it is 60.6%. On these lines, the situation in Murcia is also noteworthy, as the percentage of non-EU population is 76.71% of the general foreign population.

Foreign Population and Age

In relation to age groups, the data offered by the Boletín Estadístico de Extranjería e Inmigración lets us know that foreign population is revitalising the Spanish population pyramid, as the group is young and the average age is 33.2, with 12.66% of this group aged less than 16 years. For all nationalities, the age group between 16 and 64 years (productive age) is in the majority, representing 83.35%.

Labour Force Participation Rate, Employment and Unemployment

According to the Employment Surveys undertaken by the National Institute of Statistics, in the fourth quarter of 2007, 14.7% (3,294,700) of the active population in Spain (22,404,500) was foreign. Out of this figure, more than 70% (56.64% men and 43.36% women) correspond to non-EU nationals. On the other hand, the foreign population's active rate was of 75.33%, as against 57% among the Spanish population. That shows, beyond doubt, the relevant economic participation of foreign population, and specifically of non-EU nationals, in the Spanish labour market.

Regarding the employment rate, in the fourth quarter of 2007, out of a total 20,476,900 employed persons, 14.10% was foreign nationality. When looking at unemployment, the rate among the Spanish population was 7.95% in the fourth quarter of 2007, while in the same period the rate among the foreign population was 12.37%.

Foreign Nationals contributing to the Spanish Social Security System

In Spain, labour sectors where the employed population is included are classified within regimes and sectors of activities. There exists a Social Security General Regime (SSGR) which involves most of the areas of activities or sectors (industry, construction industry, services, etc.) and some S.S. Special Regimes (self-employed, agriculture, domestic workers, etc., maritime, coal). According to Social Security data, on 29 February 2008, there were 2,041,330 foreigners registered in the system, and 65.2% of the total were from non-EU countries. At the same time, of the number of non-EU persons registered (1,331,182), 75% were in the SSGR, followed by the special regime for domestic workers, with 10% of the total registered..

Table 3: National Total, by Regimes

REGIMES	GENERAL	SELF-EMPLOYED	AGRICULTURE	MARITIME	COAL	DOM. WORKERS	TOTAL
EU	480,113	140,598	63,561	1,204	624	24,048	710,148
NON-EU	995,919	88,984	112,446	3,734	22	130,077	1,331,182
TOTAL FOREIGN	1,476,032	229,582	176,007	4,938	646	154,125	2,041,330

In relation to registration with Social Security by gender, table 4 shows the distribution of foreigners in accordance with this variable and we can highlight the important number of foreign women registered in the system, as these are 39% of the general total and 40% of the total of non-EU registered workers.

Table 4: National Total, by Gender

European Union			Non-EU			Total		
Men	Women	Total	Men	Women	Total	Men	Women	Total
450,459	259,689	710,148	796,153	535,029	1,331,182	1,246,612	794,718	2,041,330

Table 5 shows the distribution of workers registered in the SSGR by industry sectors and their EU or non-EU origin.

Table 5: Total under the Social Security General Regime

SECTORES	REGIMEN GENERAL			
	UNIÓN EUROPEA	NO UNIÓN EUROPEA	TOTAL	% Reg. Gral.
AGRICULTURA, GANADERÍA, CAZA Y SELVICULTURA	5.870	10.194	16.064	1,09%
PESCA	49	79	128	0,01%
INDUSTRIAS EXTRACTIVAS	1.326	1.324	2.650	0,18%
INDUSTRIA MANUFACTURERA	55.446	107.881	163.327	11,07%
PRODUCCIÓN DE ENERGÍA	439	651	1.090	0,07%
CONSTRUCCIÓN	117.719	258.858	376.577	25,51%
COMERCIO, REPARACIÓN DE VEHÍCULOS DE MOTOR	64.976	150.700	215.676	14,61%
HOSTELERÍA	68.373	172.879	241.252	16,34%
TRANSPORTE, ALMACENAMIENTO Y COMUNICACIONES	41.452	37.773	79.225	5,37%
INTERMEDIACIÓN FINANCIERA	4.207	3.702	7.909	0,54%
ACTIV. INMOBILIARIAS Y DE ALQUILER, SERV. EMPRES.	68.590	156.809	225.399	15,27%
ADMÓN. PÚBLICA, DEFENSA Y S. SOCIAL OBLIGATORIA	3.167	8.761	11.928	0,81%
EDUCACIÓN	19.651	10.392	30.043	2,04%
SANITARIAS Y VETERINARIAS, SERV. SOCIALES	10.981	36.612	47.593	3,22%
OTRAS ACTIVIDADES SOCIALES, SERVICIOS PERSONALES	16.694	36.791	53.485	3,62%
HOGARES QUE EMPLEAN PERSONAL DOMESTICO	887	2.206	3.093	0,21%
ORGANISMOS EXTRATERRITORIALES	286	307	593	0,04%
ACTIVIDADES NO CLASIFICABLES	0	0	0	0,00%
TOTAL	480.113	995.919	1.476.032	100,00%

This table shows the relevance of the number of foreign workers employed in the construction sector (25.51%), catering services (16.34%), domestic workers (15.27%) and commerce and similar activities (14.61%). It can be highlighted that these four sectors represent 72% of registered foreign workers.

In this context, the presence of workers from non-EU countries can also be highlighted for the four sectors mentioned: in construction, they represent 69%, in catering, 72%, in real estate activities, 69.6% and in commerce and similar activities, 70%.

1. Legal Framework for Immigration in Spain

The current legal and formal framework that regulates the rights of non-EU foreigners is Law 4/2000 of 11 January, on the Rights and Liberties of Foreigners in Spain and their Social Integration, as amended by Laws 8/2000 and 14/2003.

This Law regulates the rights and liberties of foreign citizens, including the right to family reunification and legal guarantees; the conditions for entry into Spanish territory, the stay authorisations, temporary residence (including residence on the basis of family reunification, labour or social reasons, humanitarian reasons or other exceptional circumstances), and permanent residence; the specific regimes such as those of students, stateless persons, persons without identity documents, refugees and unaccompanied minors; and work permits and the annual quota of foreign workers.

In addition to the above, this law regulates offences in the area of foreigners' affairs, the regime of sanctions and coordination of public authorities; clauses in which the Foreigner Offices, the High Council for Immigration Policies, the Forum for the Social Integration of Immigrants and the Spanish Observatory for Racism and Xenophobia are regulated; and establishes the elements relative to an ongoing observation of immigration, the performance of the Labour Inspectorate aimed at controlling working conditions and combating irregular employment and labour exploitation, and the support of public powers for immigrants' associations and groups and organisations in support of immigration.

Thus, in brief, this law encompasses the sum total of rights and obligations of foreigners in Spain, as well as the creation or regulation and competencies of the different "ad hoc" national bodies.

To synthesise, then, this Basic Law acknowledges the existence of two different types of rights:

A) Rights corresponding to foreigners and Spaniards in an identical manner: the right to life and to physical and moral integrity, to personal and family privacy, to ideological liberty and to religious freedom, among others. The law also acknowledges another series of rights for all foreigners independently of their administrative status, such as for instance to the right to hold identity documents –

this is also an obligation; the right to emergency health care; to healthcare in full to those foreigners who are registered in the Municipal Census, to minors and to pregnant women during pregnancy, delivery and in the postpartum period; it also acknowledges the right to mandatory schooling, to basic social services, to effective judicial guardianship and to free legal assistance.

B) Rights that the legislator has added conditions to, should they be exercised by foreigners, with the view of respecting the minimum guaranteed by the Constitution. These conditions are embodied in the demand to strictly observe the administrative regulations in place to exercise said rights. The right to freedom of movement, the right to work and to receive Social Security benefits are guaranteed to foreigners who are legal residents. The rights to receive support in housing issues and family reunification are recognised only for those foreigners with legal residency. On the other hand, some very recent sentences of the Constitutional Court (236/2007, of 7 November, 259-265/2007 of 19 and 20 December) have recognised for all third-country nationals, independently of whether they are residents or not, the rights to meet, to join a trade union, to strike and to get free legal assistance in the same conditions as Spanish citizens. The sentence also recognises the right to non-compulsory education that had been recognised by the Law only for resident foreigners and currently it also concerns non-residents. These sentences imply an amendment in the sense of allowing the exercise of the above-mentioned rights that were until now restricted legally.

The rules contained in this Law have been developed by the Royal Decree 2393/2004 of 30 December.

The following chart presents a summary of the main legal innovations.

Table 6: Summary of Legal Innovations

Contents	Some Innovations
<p>NEW LEGAL MEASURES</p> <p>Aiming at facilitating integration process as well as pursuing other objectives that are related to tackling irregular economic activities and the exploitation of workers.</p>	Regulates the authorisation of residence on the grounds of collaboration with the administrative authorities in the fight against illegal hiring of workers, for “labour and social reasons”, and for exceptional reasons (i.e., victims of offences, the seriously ill, victims of gender violence, etc.).
	Shortens the duration of procedures, and increases the legal certainty of the procedures.
	Allows for the simultaneous request for family reunification and the renewal of the initial authorisation to take up residence and work permit of the applicant.
	Updates the General Regime on access to authorisation to take up residence and to work as a hired employee, specifying that it is the employer who is responsible for initiating the necessary procedures.
	Regulates the procedures for temporary workers in relation to conditions, duration of contracts, lodging and travel expenses and written commitment by the temporary or seasonal worker in question on returning home.
	Creates the Catalogue of Difficult-to-Cover Occupations (<i>Catálogo de Ocupaciones de Difícil Cobertura</i>) as the instrument that clearly and transparently sets out, both for the entrepreneur as well as for the potential immigrant, information relevant to the needs of the Spanish labour market.
	Fosters the use of the Job-Seeking Visa and sets up a database to be jointly accessed and used by the different Ministries involved in the granting of visas and in the issuing of permits to reside and work in Spain.
	Introduces the guarantee that the repatriation of minors will only be agreed upon should the conditions exist for an effective family reunification between the minor and his or her family or for an appropriate guardianship assumed by the child welfare authorities in the country of origin.
	Creates the Tripartite Labour Commission of Immigration as a national body to facilitate dialogue between the Ministry of Labour and Employer Organisations and Trade Unions on Migration Flow Management

3. Identification of Support Services for the Integration of Immigrants

3.1 National Public Policy for Immigrant Integration

Public Policy in the field of support services for the integration of immigrants has been implemented in Spain almost simultaneously with the increase of foreigners from non-EU countries. Initially, this was within the framework of support services for groups at risk from social exclusion, in general, and gradually part of the design of services specifically aimed at the immigrant population. The NGOs that support public policy in this field within the framework of national, regional or local agreements or subsidies pioneered the implementation of services to support integration, as did the community social services within the welfare activities aimed at the general population.

From around 2001 onwards, a large number of regional and local public authorities started to define their own action plans in the field of immigrant integration. These plans targeted very similar fields of work to assist integration: reception, employment, health, social services, etc. For its part, the State administration has also developed its own initiatives with regard to integration. Therefore, each level of administration has worked towards the integration of immigrants within their respective areas, creating a set of services to support integration.

However, what was lacking was effective coordination between the various activities or different levels of Public Administrations (national, regional and local). Within this context and taking into account the crucial importance of integrating immigrants into Spanish society, the national government implemented a process to formulate a Strategic Plan for Citizenship and Integration (Plan Estratégico de Ciudadanía e Integración – PEI) to act as a framework for the regional and local integration policies, enhance coordination and, using different instruments, foster the integration of immigrant communities in Spanish society.

In 2007, the Strategic Plan for Citizenship and Integration – PEI - was formulated as a basic factor in governing the process of mutual adaptation between the receiving society and the immigrant population and as a driving force for cooperation mechanisms between Public Administration, civil society, economic agents and other social actors involved in the implementation of effective integration policies.

Given the diversity of regional and local action plans on immigration, this report shall not describe the integration support services at this level as it falls beyond its scope. Thus, the analysis focuses on integration policy and services at national level, although most of these services being implemented by the Autonomous Communities and town councils, with the PEI playing a significant role in combining the objectives, programmes and measures on the basis of a whole-of-government and integrated approach.

3.1.1 Competences in Public Policy for Immigrant Integration

First and foremost reference must be made to the distribution of competences as set out in the Spanish Constitution in matters regarding immigration and integration. While matters relating to nationality, immigration, foreign nationals and the right to asylum are exclusive to the State, integration policies (employment, education, housing, health, social services, etc.) are in the main devolved to the Autonomous Regions (in some policies with full responsibility for legislating and implementing, but in others just for implementing). For this reason almost all regions have in recent years implemented their own immigration and integration policies and plans. Moreover, the local authorities have competences that affect integration policies, and in fact there are a number of municipalities that have their own local integration plan or that also have a number of ongoing initiatives in this area. Nonetheless, all levels of the Public Administration seek support from non-governmental organisations and other social agents such as migrant associations, employer organisations and trade unions, who often collaborate or are *de facto* responsible for implementing these integration policies.

On the other hand, one of the basic premises of the PEI is that it provides a framework for cooperation at national level between Public Administrations and is designed to be an instrument with which to energise policies, draw together initiatives and build partnerships as well as providing consistency to the activities undertaken by both the Public Administration and civil society aiming to foster integration.

3.1.2 The Citizenship and Integration Strategic Plan – PEGI – 2007-2010

As of 16 February 2007 and thanks to the agreement reached within the Council of Ministers, Spain benefits from having a Strategic Plan for Citizenship and Integration (PECI) for the period 2007-2010. The PEGI holistically defines the principles, objectives and measures which must be necessarily developed in the area of integration of immigrants with a deadline of 2010. The Plan was completed by the Secretariat of State for Immigration and Emigration (Directorate General for Immigrant Integration) after an extensive series of deliberations and with participation and agreement by consensus reached among the different ministries, regional and local governments, immigrant associations and NGOs, employers' organisations and trade unions, as well as experts from universities, all of them involved in integration policy.

The premises which the Plan rests on are as follows:

- 1) An understanding of integration as a two-way process involving mutual adaptation by the receiving society and the immigrant population.
- 2) The conviction that the responsibility for the integration process and its management must be shared by the different authorities, social agents (including immigrants) and society as a whole.
- 3) The conception of the Plan as a collaborative framework capable of boosting policies, grouping initiatives together and endowing both the public and the private sectors' actions with coherence.
- 4) The need to implement a holistic or comprehensive approach, both in the arena of immigration policy and in that of integration of immigrants.
- 5) The belief that integration policies target citizens in general, immigrant and Spaniard alike, and that public undertakings should focus on promoting and guaranteeing access to mainstream public services by the immigrant population.
- 6) The mainstreaming of issues relevant to the integration of immigrants into all and any relevant public policies.

General Principles of the PEGI 2007-2010

There are three underlying principles inspiring the strategic actions included in this Plan:

1. The principle of equality and non-discrimination, which in turn implies the comparison between the rights and obligations of the immigrant and indigenous populations within the framework of constitutional values
2. The principle of citizenship which in turn implies the acceptance of full civic, social, economic, cultural and political participation of citizens, men and women alike.
3. The principle of an intercultural approach by way of a mechanism guaranteeing that persons of different origins and cultural backgrounds will interact in a manner that is both respectful and appreciative of the different cultures in question.

The PEGI 2007-2010 aims to foster the integration of immigrants in Spanish society by means of a comprehensive acknowledgement of their rights and obligations, identical to those of Spaniards, and by setting the stage so that these rights and obligations may be effective. Furthermore, this Plan endeavours to strengthen Spanish society's understanding of the migratory fact and to facilitate its adaptation to the ensuing new social reality. It also aspires to improve the upgrading of public services for all citizens, immigrants and Spaniards, on an equal footing.

Thus we understand that the Strategic Plan seeks to set the groundwork so that immigrants become integrated, at the same time as respecting European Union values and maintaining a positive attitude with regards to learning the language and becoming familiar with the laws and social norms of their new country. This incorporation will allow for a joint and common consolidation of a feeling of belonging of the immigrants within their new society.

Within the specifics of this context, the ten general objectives of the Strategic Plan are as follows:

- 1) Guarantee the full exercise by immigrants of their civil, social, economic, cultural or political rights.
- 2) Adjust public policies, especially educational, employment, social welfare, healthcare and housing, to the new needs that emerge as a result of the presence of an immigrant population.
- 3) Formally assure the immigrant population's access to public services, especially educational, labour, social welfare, healthcare and housing on an equal footing with the indigenous population.
- 4) Establish a reception system for newly-arrived immigrants and for immigrants who are especially vulnerable until they are in a position to access the mainstream public services.
- 5) Among citizens and immigrants, foster familiarity with and respect for the common values of the European Union, of the rights and obligations of persons residing in Spain, of the official languages in different territories of the State and of the social norms of harmonious cohabitation in Spanish society.
- 6) Combat the different manifestations of discrimination, racism and xenophobia in all settings of social life, public and private alike.
- 7) Ensure that gender issues are always taken into account, both in the construction of policies in the field of integration of the immigrant population, as well as in their execution.
- 8) Promote co-development policies and experiences with the countries of origin of the immigrants.
- 9) Improve intercultural cohabitation by taking into account diversity and fostering tolerance and respect and related values and encouraging the preservation and knowledge of the origin cultures of the immigrants.
- 10) Inspire the different areas of Public Administration and civil society to uphold public policies that foster the integration of immigrant populations and cooperation in this field. Encourage all of Spanish society to understand the phenomenon of immigration.

PECI Budgets per Area of Activity

Table 7 below shows the breakdown of the PEGI budget comprising contributions from various Ministries on a per annum and per area of activity basis. The greatest contribution to the budget comes from the Ministry of Labour and Social Affairs as the main ministry concerned with social policies. The financial instruments described below fund the PEGI's budget. The rest is contributed by other ministries responsible for policies with impacts on immigrant integration.

Table 7: PEGI Budget

PRESUPUESTO DE LA ADMINISTRACIÓN GENERAL DE ESTADO						
Áreas	Ministerio	Cantidades en euros				Totales 2007-2010
		2007	2008	2009	2010	
Acogida	Ministerio de Trabajo y Asuntos Sociales	106.966.953	112.315.301	117.931.066	123.827.619	461.040.940
	Ministerio de Justicia	180.000	189.000	198.450	208.373	775.823
	Ministerio de Sanidad y Consumo	480.000	504.000	529.200	555.660	2.068.860
	Total	107.626.953	113.008.301	118.658.716	124.591.652	463.885.622
Educación	Ministerio de Trabajo y Asuntos Sociales	90.000.000	94.500.000	99.225.000	104.186.250	387.911.250
	Ministerio de Educación y Ciencia	104.089.878	109.294.372	114.759.090	120.497.045	448.640.385
	Total	194.089.878	203.794.372	213.984.090	224.683.295	836.551.635
Empleo	Ministerio de Trabajo y Asuntos Sociales	52.542.704	51.973.151	51.487.458	51.092.287	207.095.600
	Total	52.542.704	51.973.151	51.487.458	51.092.287	207.095.600
Vivienda	Ministerio de Trabajo y Asuntos Sociales	7.486.843	7.861.185	8.254.244	8.666.956	32.269.228
	Total	7.486.843	7.861.185	8.254.244	8.666.956	32.269.228
Salud	Ministerio de Trabajo y Asuntos Sociales	8.000.000	8.400.000	8.820.000	9.261.000	34.481.000
	Ministerio de Sanidad y Consumo	8.652.000	9.084.600	9.538.830	10.015.772	37.291.202
	Total	16.652.000	17.484.600	18.358.830	19.276.772	71.772.202
Servicios Sociales	Ministerio de Trabajo y Asuntos Sociales	18.673.159	19.606.817	20.587.158	21.616.516	80.483.650
	Total	18.673.159	19.606.817	20.587.158	21.616.516	80.483.650
Infancia y Juventud	Ministerio de Trabajo y Asuntos Sociales	23.441.579	24.613.658	25.844.341	27.136.558	101.036.136
	Total	23.441.579	24.613.658	25.844.341	27.136.558	101.036.136
Igualdad de Trato	Ministerio de Trabajo y Asuntos Sociales	8.400.000	8.820.000	9.261.000	9.724.050	36.205.050
	Total	8.400.000	8.820.000	9.261.000	9.724.050	36.205.050
Mujer	Ministerio de Trabajo y Asuntos Sociales	7.826.506	8.217.832	8.628.723	9.060.159	33.733.220
	Total	7.826.506	8.217.832	8.628.723	9.060.159	33.733.220
Participación	Ministerio de Trabajo y Asuntos Sociales	6.976.883	7.325.727	7.692.014	8.076.614	30.071.238
	Ministerio de Cultura	150.000	157.500	165.375	173.644	646.519
	Total	7.126.883	7.483.227	7.857.389	8.250.258	30.717.757
Sensibilización	Ministerio de Trabajo y Asuntos Sociales	12.643.987	13.276.187	13.939.996	14.636.996	54.497.166
	Total	12.643.987	13.276.187	13.939.996	14.636.996	54.497.166
Codesarrollo-Migraciones y Desarrollo	Ministerio de Trabajo y Asuntos Sociales	3.940.896	4.137.941	4.344.838	4.562.080	16.985.756
	Ministerio de Asuntos Exteriores y Cooperación/Agencia Española de Cooperación Internacional	6.762.555	8.768.385	10.881.865	13.371.264	39.784.069
	Total	10.703.451	12.906.326	15.226.703	17.933.344	56.769.825
	Total	467.213.944	489.045.655	512.088.649	536.668.843	2.005.017.091

Some of these budgets are split among the Autonomous Communities and they implement them directly.

3.1.3 Financial Instruments used to fund Public Policies on Integration

Below we give a brief description of the most significant financial instruments of the Public Policy on the Integration of Immigrants at national level. Some are relatively innovative, such as the Support Fund for the Reception, Integration and Educational Reinforcement of Immigrants, which was created in 2005, while others, despite having existed for several years, have recently seen their budget allocations increased.

In parallel, all the Autonomous Regions have their own financing instruments (many of which are managed as subsidies for NGOs) within their specific integration action plans. Many town councils also offer programmes for the integration of immigrants, generally within the framework of a local integration and participation plan. Here we give a description of the most significant instruments of the Public Policy on the Integration of Immigrants at national level.

Relevant Financial Instruments:

All the financial instruments described below are managed by the Directorate General for Immigrant Integration (DGII), except the one related to Personal Income Tax.

- The Fund to support Reception, Integration and Educational Reinforcement of Immigrants

This Fund was created in 2005 and therefore predates the PEI (Strategic Plan for Citizenship and Integration (2007)), but nonetheless its philosophy follows the same lines. This is the principal financial instrument of integration policy and comprises twelve lines of action. The fund has been instrumental in furthering activities of reception, integration and education of immigrants in the Autonomous Regions and at local government level. Priority measures are identified for each line of action. The Fund focuses on the following areas: reception, education, employment, housing, social services, health, children and youth, equal treatment, women's issues, participation, awareness raising and co-development.

The budget is distributed to the Autonomous Regions using objective principles in terms of equity and transparency and with regard to objective criteria (starting with a basic allocation addressed to each Autonomous Community, that is 10%) and considering some special situations of some of those who are under more migratory pressures (20%). Moreover, other criteria are taken into account, such as the number of non-EU foreigners registered in the Municipal Census (35%), number of non-EU workers registered in the Social Security System (25%) and number of non-EU workers registered within the special agriculture regime of the Social Security System (10%). The Autonomous Communities then distribute 50% of the funds among the local governments to reinforce those actions and services in supporting integration.

The **Support Fund** has made it possible to define and establish a framework for cooperation between the Central Government and the Autonomous Communities. This cooperation is based upon the following principles:

- **Subsidiarity:** respecting the scope of competences of the Autonomous Communities
- **Complementarity:** with regard to the actions implemented by the ACs which enable further resources to be deployed in those areas where they are most lacking.
- **Institutional Cooperation** between central government and the ACs and local administrations.

Actions undertaken with subsidies granted under the General Regime

These are annual subsidies granted on a competitive basis following calls for proposals for projects to promote the integration of the immigrant community. The purpose is to develop and implement programmes aimed at the social and labour market integration of immigrants into society. These subsidies can be applied for by NGOs and other organisations involved in this type of initiative. These instruments have been conceived to support NGOs specialising in social inclusion and the development of projects of this nature specifically addressing this group.

Activities financed with allocations from Personal Income Taxes (IRPF - Spanish acronym) levied by the state:

These subsidies have preferentially financed projects aimed at providing an integrated reception system to immigrants as well as assisting with voluntary return and resettling them in their home countries, often in conditions of vulnerability.

Subsidies to Municipalities and Associations of Municipalities for the development of innovative projects aimed at integration of immigrants.

These are annual subsidies granted to local councils to implement innovative projects to tackle issues such as prevention of racism and xenophobia, social inclusion, programmes addressed to some target groups (young people or immigrant women), employment insertion programmes, problems of substandard housing, participation and involvement in culture and sport. The first call for projects was issued in 2005.

Subsidies aimed specifically at Immigrant Associations

A call for proposals is issued every year by the Directorate General for Immigrant Integration in order to strengthen Immigrant Associations in Spain. The aim of this funding is to remedy the constraints and deficiencies faced by these associations. The first call for projects was in 2007.

Activities tied to European Funds:

- Employment Insertion Programmes supported by the European Social Fund (ESF) under the umbrella of European Union Multi-Regional Operational Plan against discrimination. Priority is given to employment insertion programmes, awareness-raising activities addressing the business community and training for professionals in immigration-specific issues.
- European Refugee Fund subsidies: These funds are granted on an annual basis to projects aimed at reception, integration and/or resettlement of refugees or asylum seekers.

Special Reception and Integration Programme for Asylum Seekers, Refugees and Immigrants.

Every year nominal subsidies are granted to the NGOs: Spanish Red Cross (CRE), Spanish Commission for Refugee Advocacy (CEAR) and Spanish Catholic Commission Association for Migrations (ACCEM) for the development of programmes for reception, employment insertion and social inclusion specifically addressed to asylum seekers and other individuals entitled to international protection, pursuant to Spain's commitments under the Geneva Convention and Community Directives.

Over and above the aforementioned financial instruments specific to the Directorate for Immigrant Integration (Secretary of State for Immigration and Emigration-SEIE), integration of the immigrant community is a cross-cutting issue encompassed in different plans currently in place. The following are a small sample of some such cross-cutting measures:

- Spain's Action Plan to promote employment
- Action Plan for Social Inclusion in the Kingdom of Spain 2006-2008.
- National Housing Plan 2005 -2008
- Master Plan for Spanish Cooperation 2005-2008
- Law on Gender Equality
- National Strategic Plan on Childhood and Adolescence 2006-2009
- Inter-ministerial Youth Plan 2006-2009

Thus in Spain public policies to foster the integration of the immigrant community are coordinated through a multitude of funds and financial instruments, each undertaking different actions – or services – of a comprehensive nature (reception, education, employment, health, awareness-raising) as a response to the emerging and multiple needs of what is in effect a multicultural society.

3.1.4 Public Policy Sectors analysed within the One-Stop Shop Project

According to both the Organic Law 4/2000, of 11 January (developed by the R. D. 2393/2004, 30 December) and the PEGI 2007-2010 (Strategic Plan for Citizenship and Integration) a series of rights and programmes has been regulated to support immigrant integration in Spain. In this context, we highlight those contents that refer as much to the law, as to the PEGI, related to the eight areas of intervention proposed to be compared in the common report of the countries participating in the “One-Stop Shop” project. Those are: Education, Health, Nationality, Family Reunification, Political Participation, Employment, Language and Housing.

Education

The law mentioned above states that all foreigners under eighteen are entitled to education on the same basis as Spanish citizens. This right includes access to free, compulsory basic education, getting the corresponding qualifications as well as access to a public system of scholarships. Regarding education before the age of five, delivered on a voluntary basis, public administrations will guarantee a sufficient number of places to ensure education for people to apply for.

According to the law, foreign residents in Spain have the same right to access to non-compulsory education as Spanish citizens. The law also states that Government will endeavour that foreign residents can receive a course for better social integration, respecting and recognising their cultural identity.

In this context, educational integration is undoubtedly a priority of the policy on immigrant integration, although thus far the emphasis has been on developing language skills and acquiring compulsory levels of education. In Spain this encompasses two levels of compulsory education, primary and secondary education from the ages of 6 to 16.

The Education area of the PEGI describes a variety of goals and programmes aimed to guarantee the access of immigrant pupils to compulsory education, the learning of receiving society languages, equipping the educational system for cultural diversity, access to non-compulsory education as well as training for adults and the need to improve qualifications recognition procedures. In essence, a set of goals and measures

aimed to enhance the educational environment as a space generating equal opportunities for third-country nationals.

Health

The legal basis for healthcare provision is founded on Spain's 1978 Constitution, which defines health protection as a social right (article 43). The General Healthcare Law 14/1986, dated April 25, 1986, responds to this constitutional requirement in making access to healthcare services a universal right by creating the National Health Service.

The specific legal provision for the protection of immigrants' health is encompassed in Constitutional Law 4/2000, dated January 1, 2000, on the Rights and Liberties of Foreign Nationals in Spain and their Social Integration, amended by Law 8/2000 dated December 22, 2000, Law 11/2003 September 29, 2003, and Law 14/2003 dated November 20, 2003. This regulation recognises foreign nationals' right to receive healthcare on an equal footing with Spanish nationals if included in the Local Census register, for minors or pregnant women (during pregnancy, birth and postpartum). It also recognises the universal right to public emergency healthcare in the event of serious illness or accident, whatever the cause, and without limitation, and the right to continuity of treatment until discharge.

General healthcare laws also refer to the Public Administration's obligation to abide by principles of equality, solidarity and fairness of access to healthcare services. In this way, Law 16/2003 dated May 28, 2003, on Cohesion and Quality in the National Health Service, makes it compulsory to institute measures aimed at avoiding discrimination against any group for reasons of culture, language, religious or social condition, which would hinder them from effectively gaining access to services provided by the National Health Service.

In this context, the PEGI describes a set of goals and programmes aimed to promote access to the health system as well as information and prevention according to the specific needs of this population. The following programmes can be underlined:

- Ensuring effective access to the Health System
- Adapting healthcare information systems (to specific needs - language, culture, etc)

- Promoting health, prevention and care according to the immigrant population's specific needs
- Improving the identification of social and health needs of immigrant population
- Improving capacities of health professionals to better cope with healthcare for the immigrant population

Nationality

The requirements and procedures for foreign citizens to access to Spanish nationality are regulated by the Spanish Civil Code. This rule was modified by both law 18/1990, 17 December, and law 36/2002, 8 October. Spain has signed Double Nationality Agreements with Argentina, Bolivia, Chile, Costa Rica, Ecuador, Honduras, Nicaragua, Paraguay, Peru and the Dominican Republic. In 2006 a total of 62,339 people were granted Spanish nationality, which has meant an important increase in terms of granting nationality from 2000 to 2006.

In general terms, Spanish nationality by residence visa may be granted to foreign citizens according to the following requirements:

As a general rule, ten years' residence in Spain is required

- Asylum seekers: five years' residence in Spain
- Nationals of Latin American countries, Andorra, the Philippines, Equatorial Guinea, Portugal and Sephardic: two years' residence in Spain.

One year's residence is required for the following cases:

- Persons born in Spanish territory
- Persons married to a Spanish national for least one year, who are not separated/divorced at the time of application
- Persons born outside of Spain but whose parent or grandparent is of Spanish origin
- Those who have been legally under the guardianship or reception of a Spanish citizen or institution for two consecutive years, even if they remain in this situation at the time of application.

- Widowers/widows of a Spanish citizen, providing that they were not separated legally or *de facto* at the time of the spouse's death

Concerning access to Spanish nationality by residence, migrants have to prove, among other legal requirements, a sufficient degree of integration into Spanish society, as well as knowledge of the Spanish language or other official languages. These requirements must be proved through any legally admissible evidence, and specifically an interview of the migrant by government officials in charge of these issues is carried out to test their linguistic knowledge and the degree of adaptation to the receiving society. However, no standardised tests are used.

Family reunification

Family Reunification is regulated by Law L.O. 4/2000, of 11 January, on the Rights and Liberties of Foreigners in Spain and their Social Integration, amended by Laws L.O. 8/2000 and 14/2003 and developed by R.D. 2393/2004, 30 December.

Applicants for family reunification have to comply with at least one year's residence in Spain and to have renewed the initial residence and work permit or, at least, be in the renewal process at the time of the application. They have to prove that they have adequate accommodation (a report from the local council's social services is required to prove this), and sufficient means of subsistence to afford personal and family expenses.

Family members that can be reunited, according to the law, are: spouses, children (even the children of the spouse and adopted children), who are under 18 or incapacitated and, in both cases, unmarried. Ancestors of the applicant or his/her spouse can also be regrouped as they are on his/her responsibility, as well as those persons under 18 and incapacitated in cases where the applicant is their legal representative.

Applications for family reunification have to be made through the Offices of Foreigners or, if needed, at the Labour and Social Affairs Offices or Areas in the Province where the applicant lives. The applicant has to present as many applications as family members he/she wishes to reunite with. When the application is admitted, family members have to apply for a visa at the Spanish Consulate in the country of origin. The resolution is subject to the provision of a certified report confirming that the applicant complies with the required conditions for reunification. The validity of the residence

authorisation of the relatives will depend on the legal situation of the applicant and will be equivalent to the validity of his/her residence authorisation-

Political Participation

Participation in the political process is linked to citizenship and entails a series of rights and duties, the most important of which is the right to vote. In Spain, all Spanish nationals over the age of 18 have the right to vote, as long as they have not been declared incompetent for this purpose. EU resident citizens have the right to vote in local elections, as do third-country nationals from countries with which Spain has reached special reciprocal agreements entitling Spanish nationals to vote in that country's local elections.

To date, other non-EU foreigners have only gained access to voting rights by obtaining Spanish nationality.

On the other hand, Spain, pursuant to the guidelines of the European Parliament, the EU Economic and Social Committee and the Committee of Regions, which have issued opinions on several occasions in favour of conferring the right to vote in local elections to immigrants resident in EU Member States, is fostering Bilateral Agreements with governments of those countries who have national communities residing in Spain in order to allow this population to vote in the local elections.

Employment

Employment is, without doubt, one of the mainstays of the process of integration in terms of access to goods and services with which to ensure a decent standard of living. It also serves as a means of interaction with the rest of society and is fundamental in that one's position in the labour market also affects one's status in other areas of integration (access to education, culture, housing, etc).

Law 4/2000, of 11 January, on the Rights and Liberties of Foreigners in Spain and their Social Integration, states as a general rule, the possibility to grant residence and work permits to foreigners who do not live in Spain, taking into account (among other things) the so-called "national employment situation". The aim is to regulate the legal arrival of foreign workers to Spain through managing employment vacancies of in occupations where there is a shortage of local workers. These offers are included in the Catalogue of

Difficult-to-Cover Occupations every three months. In this way, labour integration of non-EU foreign workers will be better reached and personal and professional development will be easier.

Annual Quota for foreign workers

Among the different statuses that Spanish law offers to foreign workers wishing to work in Spain, is the approval of the so-called “Contingent” (annual quota for foreign workers), which is developed taking into account the national employment situation, and will allow access to the employment for those who do not live in Spain. To determine the number and characteristics of the employment offers, the government considers these proposals from the regional governments through its public employment services, the most representative trade unions and associations of entrepreneurs of the country, and also considering the report of the High Council of Immigration Policy and the Tripartite Labour Commission.

The Quota is annually approved and includes programmed seasonal (up to 9 or 12 months, depending on the case) and stable (one year and likely to be renewed) contracts. Workers are recruited and hired in their countries of origin and the employer’s job offer has to be registered in the Labour and Social Affairs Areas (Government Delegations) of the provinces where the work is to be carried out in Spain. In the case of companies that have a staff of more than 500 workers or centres in several provinces, and that want to hire foreign workers by permanent contracts, the job offers have to be registered at the headquarters of the Directorate General for Immigrant Integration.

The job offers will be addressed on a preferential basis to those countries that have signed an agreement with Spain in order to regulate and arrange migratory flows, or subsidiary, any other cooperation agreement on this matter.

Independently of the aforementioned, a working and residence permit can be granted if social or labour reasons can be proven. On the other hand, a temporary residence permit can also be granted in exceptional circumstances to victims of offences against workers rights, the seriously ill and women who are victims of gender violence.

Language

Spanish policy regarding immigrant integration defines a series of principles and priority measures to promote acquisition and use of receiving society languages. To be more specific, the **Reception** area of the PEGI discusses the importance of knowledge and comprehension of Spanish society's rules and languages in the framework of integral support devoted to providing immigrant population with the knowledge and ability to interact independently within society. Thus, language classes and information on Spanish institutions and access processes to public services have a central importance, as do guidance on rules and basic values in force and compliance of rights and duties.

To be more specific, within the programme *Development and Implementation of Introduction Programmes for the Host Society* (PEGI), measure 1.3 involves *boosting activities aimed at language teaching in the host society, both at the source and destination and, in particular, training programmes for adults*. Item 1.4 of the same programme says that it is important to *standardise language learning programmes and accreditation of participation in these actions*.

At the same time, within PEGI, in the **Education** area, there are other measures to promote receiving languages, which are orientated to population in the formal education system. Programme 6 of the Education line "*Programme addressed to host society language learning*", includes two measures aimed at boosting language learning as an integration tool. Measure 6.1 involves *promotion of design and application of innovative learning courses for vehicle languages and teaching resources adapted to various needs* and measure 6.2 involves *support of specialised training for teaching personnel in language teaching*.

The Support Fund for the Reception, Integration and the Educational Reinforcement of Immigrants has strengthened Spanish strategies in this area as it recognises and supports measures executed by the Autonomous Regions and Town Councils in two areas:

- a) Reception: language classes in the framework of integral hosting.
- b) Education: learning receiving society languages, as well as maintaining the languages and cultures of origin.

In this context there are a series of actions to train the immigrant population in Spanish languages that are free and voluntary as they involve adults.

Language learning for adult immigrants is carried out by different initiatives as follows:

- As a competence of the Autonomous Communities' (regional level) Departments of Education, there are **Centres for Adult Education** (non-formal education) which among other training initiatives, provide (Spanish/regional language) language-learning courses for foreigners. Moreover, the **Official Language Schools** also have courses for learning Spanish or other autonomous languages.
- Concerning language learning as a part of social integration policies, taking into account that this is, in some way, a competency shared by both the national and the regional governments, a wide range of initiatives are being carried out:
- At national level: Centres for Refugee Reception – CARs - and Centres for Temporary Stay - CETIS - , deliver this kind of training. The DGII funds NGOs and social organisations every year to deliver this training within Integral Hosting Programmes or First Reception Programmes.
- Regional governments, and even, in some cases, local councils, also provide courses of language learning often implemented by NGOs as a part of introductory programmes to the receiving society.
- Some Universities have set up Courses of Spanish for Foreigners as a second language (e.g. Alcalá University, which is co-funded by the DGII)

All these courses are delivered free-of-charge and on a voluntary basis for migrants.

Methodologies are diverse and there are no standardised courses at national level.

Housing

The Spanish constitution recognises access to housing as a social right and a legitimate aspiration of the Spanish population. The Law 4/2000, of January 11, states that resident foreigners have the right to access the same public system for housing as Spanish citizens. However, in recent years home-ownership has become increasingly difficult as a result of high property prices and the burden that mortgage loans entail for most families. It is therefore increasingly difficult for a large part of the population to fulfil

this need, especially the immigrant population who are usually on low salaries and short-term employment.

For these reasons decent housing for the immigrant population must be defined as an essential part of their integration.

The Spanish government (at regional and national level) has put in place a series of policies to promote access to housing, either through home ownership or rental for the general population: public housing, rental-support housing for young population, tax deduction for ownership or rental housing, etc. However, these policies have been insufficient since access to housing is governed by the conditions of a heavily speculative property market, which means that property can only be bought or rented at exorbitant prices.

In the PEI, a specific chapter includes the targets and programmes on housing that as a rule focus on: extending the importance of protected housing on the market, preventing sub-standard housing and overcrowding situations, fighting against discrimination of immigrants in the housing market, improving coexistence and preventing residential segregation.

In relation to actions promoted by the Directorate General for Immigrant Integration (Secretariat of State for Immigration and Emigration) through the Fund to Support Reception and Integration of Immigrants as well as their Educational Reinforcement, the priority actions are the following:

- Support for integration programmes in the urban environment in neighbourhoods with a high percentage of immigrants.
- Reinforcement of information, advice and intermediation programmes on the housing market.
- Support for integration programmes for immigrant families in scarcely-populated areas, in the framework of local development projects.
- Training in intercultural education for professionals with an intermediation role on the property market.

Delivery of information, advice and mediation services for immigrants and landlords is a competence of Regional and Local Governments. These services are often provided by NGOs or specific public offices (the latter in some Autonomous Communities).

On the other hand, there also exists a Ministry of Housing which has a general competence arising from the National Constitution: to legislate basic conditions in order to guarantee the equality of all citizens to exercise their rights and comply with their duties as the Constitution states, in accessing housing at a national level. This function is implemented through a National Plan agreed with Autonomous Communities and managed through them in order to facilitate access to housing; the Plan contains similar funding for that purpose and seeks to support the measures implemented by the Regions.

3.2 Services to Support Integration in Spain

As described above, public integration policy draws together a variety of financial instruments stemming from national, regional and local sources in order to put into place a multiplicity of support services. These support services cover twelve areas of action under the PEI, and are increasingly complex and necessarily executed by different social agents. These services to facilitate integration are provided by teams of professionals from a wide range of disciplines: mainly lawyers, sociologists, psychologists, social workers, health practitioners and educators.

- Support services are provided at two different levels:
 - Services provided directly by public administrations at national, regional and local level.
 - Services provided through NGOs, immigrant associations and/or other public or private institutions as cooperating entities, through open competition and calls for proposals or specific collaboration agreements.

With this distinction in mind, the following is a description of the different services provided according to the selected areas of intervention that are being compared with other countries within the framework of the One-Stop Shop project.

3.2.1 Reception

The PEGI states that reception offered to immigrants is one of the main determining factors in the integration process, as good and effective reception would allow the acceleration of integration in all the vital areas of daily life. In accordance with the above, the PEGI includes a specific chapter including targets, programmes and measures aimed at promoting autonomy, exercise of rights and duties, the acquisition of Spain's languages, social and work integration and, in addition, specific measures for persons in particularly vulnerable situations. The Support Fund for Immigrant Hosting and Integration and the Educational Reinforcement of Immigrants also proposes a number of measures with the aims stated above.

In this framework, integrated reception programmes and, specifically, services that are developed to promote and accelerate integration processes for the immigrant community, are a comprehensive task that integrates a series of services with different characteristics. Thus, the integrated hosting area has been identified under the analysis parameters of the One-Stop Shop project as an integrated reception model that includes a number of services (possibly not in the same space but certainly in the same action) in favour of the integration of that group in Spanish society. Because of the above, the description of reception services is detailed in item 3.4.1., describing the existence of models that are similar to the One-Stop Shop in Spain.

3.2.2 Education

Within the Citizenship and Integration Strategic Plan (PEGI) of Spain, targets addressing the educational field are ambitious, but also within the regional and local plans. All the public administrations highlight the relevance of education as a platform of access to equality of opportunities in Spain.

Services to support educational integration go beyond formal or classroom teaching and are part of a broader concept of education. However, schools continue to be considered a privileged space for the meeting of cultures and thus it is in this environment that pedagogical, curricular, cultural and political transformation can take place. What is called for in the school environment is an intercultural approach which recognises

different identities, equal treatment for all, dialogue and active engagement in public life. Schools are essentially deemed to be the place in which to learn how to become a citizen and how to play an active role in the process of social cohesion.

Within this context, the services designed to promote integration and access to education can be divided into two categories: those that address the immigrant population and those aimed at the general population. The services most frequently provided in the two categories are:

Services addressed to the immigrant population:

- Lectures and classes addressed to pupils of immigrant families.
- Translation and cultural mediation services to facilitate communication with the families of immigrant pupils.
- Special support aimed at accelerating acquisition of the local language (Spanish or the local co-official regional languages) or all other basic learning skills (habits and customs).
- Specific support to immigrant pupils to help them progress in areas where they lag behind in the school curriculum.
- Programmes aimed at preventing truancy among immigrant school children.

Services addressed to the general population

- Adaptation of the syllabus of studies and organization in inter-cultural schools.
- Projects to promote visibility, recognition and understanding the value of intercultural schools.
- Intercultural training targeted at school staff and educators.
- Promotion of immigrant families involvement in parents' associations and other extra-curricular activities.
- Intervention strategies to combat racism and xenophobia.

- Elaboration of materials to raise awareness and educate in an inclusive school environment.
- Classes on the language and culture of the immigrants' countries of origin.

3.2.3 Employment

A number of advocacy services have been created to specifically address employment-related issues, ranging from pre-employment training (acquisition of basic skills) to mediation with the prospective employer to facilitate contract processes. Many NGOs are active in this area, and based on their experience have created a methodology called Personalised Integrated Itineraries for Employment Insertion.

Personalised Integrated Itineraries for Employment Insertion.

These itineraries are comprehensive actions defined by the development of an coordinated and sequential process through which to promote access to employment, adapted to the initial conditions and needs of the individual, which justifies why it begins with a situational analysis. These actions do not always focus on vocational training (qualification for employment) as such, but on measures and/or actions through which to provide immigrants with the necessary social skills and enhance their employability.

In general terms these personalised itineraries are subdivided into the following groups:

1. Information, occupational diagnosis and professional guidance
2. Pre-employment training (language skills, social skills, integration in the receiving country, labour rights, IT)
3. Contact and awareness-raising in companies
4. Job offers service, (employment mediation)
5. Promotion of self-employment and programmes that foster and support business creation.

The training itinerary is also personalised, which means that not all beneficiaries follow the same modules or courses, but rather, on the basis of personal interviews, the technical team in each unit assesses the individual applicant's level of skill, aptitude and training, and steers him or her towards the most appropriate individual tailored itinerary. Some users are directly referred to the job offers service or to company interviews.

Services offered by the job offers service range from keeping abreast of public announcements of jobs vacant towards which candidates may be referred, through to special agreements with companies (these may include job-related training linked to the promise of a contract), information campaigns and job-seeking arrangements with private employers.

Some of the projects are aimed not only to find a dependent job, but at promoting employment insertion through self-employment or creation of small businesses.

All users of these services must have a residence and work permit, a residence permit or at a minimum be in the process of acquiring such permits. It is important to stress that this itinerary is not exclusively aimed at the unemployed; these services are also open to those already in employment who are seeking better jobs.

Technical guidance for self-employment

This programme includes advisory and guidance services to promote business initiatives among the immigrant population as well as self-employment or associated employment. This type of service commonly involves identifying a business idea, a market study, business plans, advice and guidance on legal and administrative requirements in creating and registering a business and access to subsidies and microcredit. Very often, and for the first few months, it is also possible for experts to offer direct technical support or even manage the business (operational, financial and organisational management).

Other support services

- Support for programmes designed to help individuals find their first job, find a better job or keep their existing job.

- Furthering the involvement of immigrants in programmes developed within the context of active employment policies and collaboration with placement agencies.
- Seminars and workshops, information and training on occupational hazards and health and safety.
- Training in the use of new technologies.
- Support for programmes aimed at reconciling work and family life.
- Training of employment practitioners and local development agents in inter-cultural issues.
- Programmes aimed at the eradication of the exploitation of persons for work or sexual purposes that also promote their integration in the labour market.
- Programmes allowing social and labour integration of immigrant families in rural areas with low population densities, through customised processes involving selection, training and accompaniment.
- Programmes involving diversity management in companies.
- Creation of information, advice, accompaniment, document translation services and services for other procedures necessary for the recognition of diplomas and validation of studies.

3.2.4 Housing

The immigrant community is perhaps the most vulnerable of all social groups given the difficulty in gaining access to decent housing, whether they buy or rent, especially due to the fact that they are easily discriminated against, much more so than the rest of the population. The real estate market has shown the highest degree of discrimination and rejection of the immigrant community. Very often immigrants in Spain find themselves in a situation where access to housing is limited, conditions are sub-standard, and rental contracts are of limited duration.

In general terms, immigrants' access to housing is encompassed within overarching policies that address the general population, although the PEI (Strategic Plan for Citizenship and Integration) encourages the relevant bodies to eradicate barriers which stand between the immigrant community and access to housing, with the intention of ensuring equal opportunities, not by awarding immigrants priority over local population but rather in guaranteeing fair and objective conditions which avoid discrimination based on ethnic or racial origin.

In this context the most frequent services provided to assist this group in accessing decent housing are:

- Guidance and information regarding housing support services
- Accommodation and basic maintenance of newly-arrived and/or homeless immigrants. These services are normally provided under the umbrella of integrated reception measures as described above.
- Mediation in the rental of accommodation to prevent abusive conditions and/or facilitate access to rented accommodation.
- Guidance and information regarding acquisition and/or rental of housing.
- Training in intercultural mediation for property market agents.

3.2.5 Healthcare

In this regard, efforts are focused on reducing inequities among indigenous and immigrant population. For this purpose steps have been taken in strictly health-related areas such as: access to the system, disease prevention, health promotion, clinical interventions etc, as well as in social aspects that have an important impact on immigrants' health. Certain areas such as infant and child health, sexual and reproductive health, occupational health, mental health, prevention of gender-related violence, transmissible and non-transmissible diseases, as well as many other aspects of health promotion are the focus of the attention addressed specifically to the immigrant population. These areas require adaptation and reorientation of healthcare services.

With regards to healthcare, the challenges set out in the PEGI address the issues of mainstreamed access for immigrants to the healthcare system, which calls for special measures and modifications to certain healthcare protocols as well as a process of mutual adjustment.

Within this context, the services offered in Public Healthcare Centres are:

- Access to the healthcare system via a national health card held by the majority of the immigrant population, as the requirement to obtain it is being registered in the Local Census.
- Access to the system for persons suffering serious illness, even in absence of a healthcare card.
- Mediation through intercultural agents in order to enhance understanding and communication between the immigrant population and the health workers.
- Access to information and materials on prevention - including health guides - in different languages.

In addition, there are a series of integration programmes funded by the Directorate General for Immigrant Integration:

- Programmes for the prevention and promotion of health, especially those of a preventative nature for sexual and reproductive health, psychological support and those concerning vaccination for children.
- Research or analysis programmes on the predominance of certain illnesses among the immigrant population and on the determining factors affecting the immigrant population's health.
- Training and materials design workshops focusing on women immigrants with the aim of eradicating genital mutilation.

Health services are framed within the competences of healthcare network centres; however some services delivered by NGOs contribute to facilitating access through:

- Information regarding requirements and conditions for access to health cards.
- Referral to municipal offices for the purpose of registering on the Local Census and obtaining a healthcare card.

3.2.6 Social Participation

As previously highlighted in the Forum's report, integration is only possible if the immigrant population has access to all areas of life, and not just the economy. Therefore, the PECEI recognises the strategic importance of engaging the immigrant community in all aspects of society, so that special emphasis is given to supporting immigrants' associations and non-governmental organisations, as these are considered to be essential components in steering immigration policies towards enhanced processes of participation and integration.

Aside from the right to vote, there are many other ways in which the immigrant population may engage in local politics. These may be forums, or regional and local advisory committees under different denominations, which enable the immigrant community to articulate their demands and influence the policies that directly affect them. The Forum for the Social Integration of Immigrants is the advisory body at national level through which immigrant communities can participate. The Forum is composed of thirty representatives from Public Administrations, Social Partners and NGOs, as well as Immigrant Associations that provide support services.

There are no limitations to the immigrant population's social involvement in the community in which they reside: on the contrary, public policy actively encourages and promotes such engagement. Active participation of the immigrant population in local neighbourhood associations and in schools (through Parents' Associations), trade unions and professional associations as well as cultural, leisure and sports associations, is considered a priority. As a result all social agents, immigrant associations and local governments are striving to increase the immigrant community's engagement in the local community as a way to ensure a harmonious neighbourhood and inclusive citizenship, beyond mere political participation.

There are a number of local experiences along these lines which do exactly that: local authorities in Barcelona have created a network of intercultural and advocacy services as a way of offering “new citizens” the support they need. This network is coordinated by a local forum for citizen participation in which all the different groups in the city are represented (indigenous resident associations, women’s associations, Roma associations, youth associations, etc). Immigrant communities also participate actively in the forum to ensure that they may express an opinion on the way their city should be managed.

The municipality of Madrid is also trying to encourage immigrant groups to actively participate in their representation in district committees and in the local forum “Dialogue and Living Together in the City of Madrid.”

Services to support social participation

The types of advocacy services available are the following:

- Support to strengthen immigrant associations through call for proposals
- Support for associations and self-help networks
- Support for social participation activities and cultural dissemination deployed jointly by the local and the immigrant population.
- Training initiatives addressed to leaders of immigrant associations as well as provision of technical assistance in the formulation of projects
- Actions to disseminate the importance of membership both of specific and general associations.
- Actions through which to coordinate platforms for communication among all social agents including the immigrant population.
- Religious mediation services

3.2.7 Social Welfare

Law 4/2000, dated January 4, 2000, concerning the rights and liberties of foreign citizens in Spain and their social integration, establishes that resident foreign nationals

are entitled to both basic and specific services and benefits under the same conditions as other citizens, while foreign nationals not in possession of a residence permit only have the right of access to basic services and benefits. Regional Authorities have established different regulations to govern irregular immigrants' access to services and benefits. Very often it is the NGOs and emergency care institutions that compensate the lack of other services by providing humanitarian aid for people who do not hold a residence permit.

What we normally define as social welfare in Spain is managed by a network of social services. At present there are two major social services networks: the public network, which provides a nationwide service and which is comprised of what are defined as community social services, and a second and very diverse network which includes a wide range of not-for-profit social service organisations with a very strong presence in specific areas with significantly large populations and which specialise in addressing the needs of certain social groups and specific problems. These two relatively formal networks are complemented by a third, more informal system: support, reception and orientation of socio-family networks within the immigrant population. This section will address services provided by Public Community Services.

The more commonly provided services include:

- Orientation and information regarding the existing resource network available in the Region or Municipal area.
- Integrated care under conditions equal to the rest of the population and, according to need and resources, access to basic or specific social services.
- In association with the above, monitoring of individual and family cases, often in coordination with NGOs working for the target group.
- Support in establishing a diagnosis of the social situation and referral to available resources (healthcare system, schools, support associations, specialised teams such as those involved in gender-related violence, employment, etc).
- Issuing specific social reports for the immigrant population: on social integration (social routes to individual regularisation) or reports on housing conditions (required for family reunification).

- Projects aimed at avoiding conflicts among neighbours
- Training of professional staff in intercultural social service provision

3.2.8 Border Services

Although these are not services proper to national borders we must highlight the activities of several CETI – Centers of Temporary Stay for Immigrants – which are the first-stage reception centres providing emergency care for immigrants newly arrived in Spain. These are public institutions directly managed by the Secretariat of State for Immigration and Emigration (Directorate General for Immigrant Integration), located at national borders in Ceuta and Melilla (Spanish territories in North Africa). These establishments provide basic services and social assistance to immigrants and asylum seekers arriving in either Autonomous City pursuant to Section 3, Article 13 of Basic Law 4/2000. Among these benefits we find:

- A social assistance service: This develops the internal control programme and follow-up of residential modules aimed at creating dynamic channels for communication among beneficiaries and the various centre services (user participation in training activities, analysis of the individual situation of the user, drawing up reports, detecting problems, etc.)
- Psychological assistance service.
- Healthcare service.
- Legal advice service in relation to the legal situation of residents and non-residents, with special attention to the assistance, study and support of asylum applications submitted by service users.
- Training, free time and leisure services.

Another service offered under the broader umbrella of border assistance programmes is that provided by a number of NGOs in the framework of the European Fund for Refugees, defined as assistance at border crossings (under the auspices of the Directorate General for Immigrant Integration at the Secretariat of State for Immigration and Emigration). The purpose of this service is to cover the needs of asylum seekers at

border points while they remain in the transit area, provide guidance and assessment regarding the processes of asylum-seeking, social/healthcare assistance, pharmaceuticals as needed, clothing and food, help in the submission of requests, legal aid teams and relations with the police forces or Airport Authority personnel, preparation and referral to relevant services once cleared for departure from the transit area, prevention of possible anxiety attacks by providing emotional support, and facilitating their awareness of the new situation in which they find themselves, among other activities.

3.2.9 Other areas of Importance: Raising Awareness

All the awareness raising measures area aim at one single target: to fight against racism and xenophobia. This is one of the areas of activity which can bring about some of the most profound changes in the receiving country in terms of acceptance, respect, tolerance and the ability to live together. The areas described above provide services aimed at ensuring that members of the immigrant community in Spain have the right to access services such as education, healthcare, employment, housing, etc. However, none of these can individually, or even jointly, ensure full integration unless the process involves social change based on a two-way relationship between the receiving country and the immigrant population.

Within this framework the Directorate General for Immigrant Integration includes the Spanish Observatory for Racism and Xenophobia, whose purpose is to study and research the situation in Spain with regards the fight against racism and xenophobia with sufficient authority to submit proposals for action. In developing and defining policies aimed at integrating immigrants it is essential to have access to an instrument which provides an understanding of migration-related issues which have a direct affect on equal treatment dispensed to immigrants and to avoid discrimination based on race or ethnic origin. The Observatory must also offer a nation-wide approach to racism and xenophobia by providing systematic data for the entire country and incorporating the various relevant programmes currently in place. At the same time it must promote coordination, synergies and the exchange of good practices among the agents involved in combating racism and xenophobia.

Several Autonomous Communities operate Observatories similar to the State model, while local governments implement long-term projects aimed at combating racism and xenophobia, most of which involve information campaigns, advocacy, awareness-raising and training programmes for both public and private agents. In their role as cooperating organisations, NGOs also deploy actions in this area with the support of public subsidy programs (campaigns, methodology guides for awareness-raising, information sessions, etc).

Activities in this field normally include the following:

- Seminars at which to exchange information and to analyse the realities of immigration in Spain.
- Drafting analyses or research papers on the issue of immigration
- Drafting manuals and educational texts for dissemination
- Campaigns aimed at spreading a positive view on immigration
- Awareness-raising actions among key groups who are important given their relationship with the general population: police forces, healthcare professionals, teachers, the media, etc.
- Awareness-raising actions among employers aimed at overcoming prejudices in hiring immigrants workers and promoting diversity management in companies.
- Actions aimed at the establishment of meeting points where the immigrants and the local population can come together, as well as awareness-raising activities addressed at both communities
- Other activities aimed at fostering a positive view of immigration, stressing the contributions which immigrants make in all areas and combating prejudices and existing stereotypes.
- Programmes promoting non-discrimination and awareness in the fight against racism and xenophobia.

3.3 Joined-up Government and Partnerships with Non-Governmental Actors

Beyond the existing coordination among different agents, public and private, which participate within the framed actions of public policies of integration – and of mutual cooperation among central, autonomous and local administration in integration issues - in Spain there exist certain mechanisms or models of alliances which are emphasised for their strategic importance within this section. Specifically, we are talking about:

- High Council for Policies of Immigration
- Inter-Ministerial Commission of Foreignness
- Council for the Promotion of Equal Treatment and Non Discrimination of People by their Race or Ethnic Origin
- Tripartite Labour Commission for Immigration
- Forum for the Social Integration of Immigrants

3.3.1 High Council for Policies of Immigration

This is a collegiate government body, in charge of coordination and cooperation among the General State Administration, Autonomous Communities and Local Governments, attached organically within the Ministry of Labour and Social Affairs (SEIE-DGI, in Spanish acronyms). The council has representatives from Ministry departments that are directly or indirectly related to foreigners and immigration (Ministries of the Presidency, Foreign Affairs and Cooperation, Justice, Economy and Inland Revenue, Interior, Education and Science, Health and Consumer Affairs, Labour and Social Affairs and Public Administration), all the regional governments and the autonomous cities of Ceuta and Melilla and ten representatives from local authorities. The aim of the High Council for Policies of Immigration is to set the basis and criteria which has to be developed into a comprehensive policy on the social and labour integration of immigrants.

3.3.2 Inter-Ministerial Commission of Foreignness

This is an inter-ministerial collegiate government body attached to the Ministry of Labour and Social Affairs, and its aim is to analyse, discussing and informing those proposals and actions from those Ministries that affect foreigners, immigration and asylum. It also aims to be informed of those agreements adopted and the development of those actions implemented within the European Union, likewise within other international bodies and to evaluate their influence and implementation within our country.

3.3.3 Council for the Promotion of Equal Treatment and Non-Discrimination of People by their Race of Ethnic Origin

This is a government collegiate body attached to the Ministry of Labour and Social Affairs through the Directorate General for Immigrant Integration and dependent on the State Secretariat of Immigration and Emigration. This Council is responsible for the promotion of the principle of equal treatment and non-discrimination of people by their racial or ethnic origin, education, healthcare, provisions and social services, housing and, in general, supply and access to any goods and services. Furthermore, it is responsible for access to employment, self-employment and independent professional practices, membership and participation within the trade unions and employer's organisations, labour conditions, professional promotion and professional occupational and continuous training. The Council's members are eight representatives from the General Administration of the State (three for the Ministry of Labour and Social Affairs and one for each of the departments of the Ministry for Education and Science, Justice, Health, Interior and Housing); four representatives from Regional Governments and three from Local Authorities. In addition, employer organisations and trade unions are part of this council, with two members each and there are a further ten members representing NGOs and associations whose activities relate to promotion of equal treatment and non-discrimination of persons due to their racial or ethnic origin. At the moment this report was produced, these last ten members were in the process of being elected.

3.3.4 Tripartite Labour Commission for Immigration

This is a collegiate national body attached to the State Secretariat of Immigration and Emigration (D. G. of Immigration) of the Ministry of Labour and Social Affairs to facilitate dialogue between the Ministry of Labour (Migration, Employment, Social Security and Social Services Departments) and the most representative employers organisations and trade unions on labour migration flows management. It is composed of the President (representative of SEIE), two Vice-Presidents (one is chosen among the members representing trade unions and the other among the employers' organisations) and 24 members: eight from the Ministry of Labour and Social Affairs, eight from the most representative national employers' organisations and eight from the most representative trade unions.

3.3.5 Forum for the Social Integration of Immigrants

This forum is an advisory and consultancy body for the Government on immigration issues. It consists of a balanced tripartite representation among the Public Administration (10 representatives), Immigrant Associations (10 representatives) and social organisations of support, including trade unions and employer's organisations (10 representatives). This Forum is a channel for participation and dialogue, to focus aspirations and demands from immigrant population and involves the whole society searching for solutions and alternatives. It is the most important consultant body within policies addressed to immigrant social integration.

3.4 One-Stop Shop Models

3.4.1 The One-Stop Shop Model in Spain

Spain currently lacks a similar model to the One-Stop Shop or integrated immigration service centres. The immigrant integration policy and support services provided are in line with the general approach described in the previous section. Thus, each Autonomous Region and town council provides direct support services to the immigrant population with the cooperation in many cases of NGOs. In this context, there are effective

networks and coordination to combine activities aimed at the same groups but which do not represent the model of integrated service centres.

On the other hand, public policy in the integration of immigrants is committed to the principle of standardisation/mainstreaming in the use of the services aimed at the population. This signifies that efforts are aimed at immigrant groups in gaining access to the various public services under the same conditions as the local population. Of course, equal access requires services to be adapted to provide the different immigrant groups in Spain with access and assistance. In this way both specific methodologies are used and intercultural mediators are being promoted.

In this context, three kinds of services at national level can be considered as integrated services addressed to the immigrant population. We are talking about Integrated Reception Services, Foreigners Offices and Reception Centres for Refugees (CAR, initials in Spanish). These are described below.

Integrated Reception

In the context of Spain's policy to promote the integration of immigrants we refer to reception as "a series of mechanisms, systems and operative instruments designed to be structured in a comprehensive way under an inclusive approach to support and reception, which serves as the first step on the path to integration and provides access to information and social resources on an equal footing with the rest of society". Its purpose is to assist new arrivals or those who for whatever reason have encountered difficulties in integrating, or who find themselves outside the scope of the itineraries for integration and lack the necessary resources and skills to overcome this situation of disadvantage and thus fully exercise their rights and duties" (2007 *Report on the Social Situation of Immigrants and Refugees*, Forum for Social Integration of Immigrants). These measures are essentially aimed at empowering and assisting the immigrant to enter the mainstreamed itineraries aimed at the general population.

The specific services and measures put into place in this field are usually implemented by the National Government and the Autonomous Regions (within the realm of their authority and their statutes of autonomy) and in an increasing way by local councils, either directly or indirectly through NGOs as collaborating entities.

We are not speaking of integrated centres that bring together various public services responsible for different areas, but of integral attention services provided by different entities be they public or private in an integrated approach.

Broadly speaking the reception services Spain offers are usually:

- Guidance and information regarding support resources, rights and duties of foreigners in Spain. Introduction to the receiving society.
- Services to facilitate access to rights recognised by law, such as: inclusion in Local Census and neighbourhood.
- Services of information and legal support in the framework of rights recognised in the law for receive free legal assistance.
- Information and access to public welfare systems (healthcare services, relevant social services, compulsory education for children under 16) and referral to other resources and social networks.
- Support for specific adult education (in the language of the receiving country).
- Information about access to housing and alternative residence in the case of the most vulnerable. Aid aimed to cover basic needs.
- Information and advice regarding access to the labour market and employment.
- Social participation of new arrivals in the receiving country society.
- Board and lodging in refuges and initial reception centres
- Any other services justified as an integrated approach of assistance (i.e. , social and psychological help, interpreters and translation services, etc)
- Specialised Reception Programmes addressed to that groups with special needs: women, people involved in the process of family reunification and highly vulnerable people.

Offices for Foreigners

Although general policies are orientated towards normal use of public services and not to create integrated centres for immigrant services, new specific and somewhat integrated services have been set up in order to manage foreigners' procedures, bringing together, in one single place, all the procedures related to the same sector of attention. This is the case with the Offices for Foreigners.

Spain has launched the creation of Offices for Foreigners, inter-ministerial services that bring together the different services of the National Government that are responsible for immigration and foreigners' issues at provincial level, with the aim of guaranteeing an efficient and co-ordinated administrative management. These Offices will enable the immigrant population to complete employment and residence procedures in person, at one single place. These new offices will handle stay permit renewals, foreign students' cards and foreigners' identity cards, working and residence permits, exceptions to the general rule of applying for a working permit, return authorisations, etc., among other duties.

Currently the map of the Offices for Foreigners in Spain has not yet been completed. Sixteen of the 52 provinces will set up new offices for foreigners. Nevertheless, completing this map is considered by the State Secretariat of Immigration and Emigration as one of the main means to strengthen its management, in order to:

- Progress, within the internal framework of functions, two parallel procedures to create one single document regarding foreignness and immigration, when this affects both aspects: residence and labour issues. This is because the competences are distributed between Foreignness Units / Provincial Police Offices and Areas / Departments of Labour and Social Affairs.
- Avoid the existence of different places where applications can be processed, depending on the procedure to be undertaken. This implies an additional difficulty for the applicant in his or her relation with the administration, besides the negative image that the person has if the same procedures are dealt with under different names in each province by administrative bodies.

On the other hand we should highlight, nevertheless, the difficulty of this integration within one single office, due to the applicants' geographical distribution within one province and/or the management workload and the number of these applicants, means that deconcentration of this management into branch offices could be implemented, all of them under one single Chief of the Office for Foreigners.

Regarding the procedures of foreigners' files, the second final Disposition of the Royal Decree 2393/2004, of 30 December (Organic Law 4/2000 Regulations) foresees the setting up of a common computer programme:

- To introduce and modify data and reports by the competent departments, within their own competences, in each phase of the files being processed;
- To allow communication between any of the applicants to know the state of the process of their files and to enable their communication;
- To review, in real time, the files by the competent bodies, diplomatic missions and consulate offices involved;
- To obtain up-to-date data, aimed at the permanent observation of the immigrant phenomenon.

Centres for Refugees Reception (CAR)

These are public establishments for the purpose of providing temporary board and lodging; information and advice on the new situation; guidance to allow the user to be included in the education, social and healthcare system; psychological attention; specialised social attention and management of economic complementary aid; language training courses and basic social skills; guidance and mediation addressed to professional and labour inclusion; free-time and leisure activities; and awareness-raising and dissemination of the CAR's functions among the host society. All of these are services aimed at facilitating living together and the integration within the community of asylum applicants or those who obtain the status of refugee or displaced person. They must be unemployed and lack economic means to fulfil their basic needs and those of their families.

The stay at the centre is of a six-month duration and, exceptionally, can be extended until the notification of asylum resolution. The CARs are under State Secretariat of Immigration and Emigration and there are four in place, in Vallecas, Alcobendas (Madrid), Mislata (Valencia) and Seville.

3.4.2 Intercultural Mediators

The existence of intercultural mediators in Spain is not part of a single or central model for assistance to immigrants, but is rather a *modus operandi* used by the various public support services according to the specific characteristics of the entity or public administration where the support services are delivered. Intercultural mediators have appeared as a method of action and have become an additional resource for the actions undertaken by NGOs, local councils or Autonomous Communities.

Most municipalities in cities with a large immigrant community have involved intercultural mediators in direct support actions, such as Community Social Services. They have also become active in schools and primary healthcare services. Municipal governments such as those of Barcelona, Madrid, Granada, Seville, Valencia and in the Madrid region in the municipalities of Getafe, Alcorcon and Parla (commuter areas in the southern area of Madrid with a large number of immigrants) also offer intercultural mediation services, as do NGOs in their direct assistance programmes.

Mediators were initially involved in providing support to professional teams, basically facilitating communications between support practitioners and immigrants. Mediators acted in general as translators or interpreters. In the recent years, however, intercultural mediators have increasingly become a fundamental element in assistance teams, not only facilitating relations with immigrant users of the services but also incorporating an intercultural dimension to the services rendered. In fact, a number of local councils have included professionally-qualified immigrants in their technical teams to define intercultural services in support of integration.

Anyway, intercultural mediators are not unified considering the functions they undertake, and then, we find different functions that we grouped in table 8 and show a

minimum and a maximum set of responsibilities. The performance of mediators will depend on each service and, therefore, their respective functions.

Table 8: Functions of Mediators

Minimum Functions	Maximum Functions
Telephone assistance in immigrant languages	Inclusion of intercultural methodologies and approaches
Interpersonal and linguistic mediation within services of direct attention. Mediation in conflicts	Participation in developing projects and programmes addressed to the community
Consultancy on available networks of services	Training working teams on an intercultural approach
Translation of working documents	Participation in technical teams of the organisation to define supporting intercultural services
Intercultural mediation at attention centres	

Mediators are, in general terms, foreign professionals who have graduated in law, sociology, social services, psychology, anthropology, social education, etc, and who specialise in mediating roles in Spain. There are several national centres offering training in mediation within Autonomous Communities and Local Council structures, as well as a number of NGOs that provide specific courses in this area. They include:

- School for Multicultural Mediation and Competence, ASMIN (Association of Intercultural Mediators of Granada)
- School of Social Mediators for Immigration (EMSI), Autonomous Community of Madrid
- School of the Network of Multicultural Mediators of Andalusia – Acoge
- University of Murcia: University Expert in Intercultural Mediation

Services that usually include intercultural mediators are, among others: primary healthcare programmes in areas with a large number of immigrants, schools with a high share of immigrant students, and mediation services for access to housing and community social services.

Within some of municipalities in Autonomous Communities, there exists the figure of the Immigration Officer, who has a different and complementary role to that of the mediator. They are in charge of promoting the mainstreaming of an intercultural perspective within all the areas of the municipality. They also organise and plan specific strategies on immigration within the municipality and are coordinated with the directive staff of the Autonomous Community. Their functions are: to support different local areas in promoting normalised access to the existing services and resources in the local context; coordination and monitoring of other organisations or professionals' actions who develop reception hosting and attention services addressed to the immigrant population; planning and implementing information and awareness-raising measures addressed to local staff and the indigenous population; and planning and implementing measures and proposals to guarantee the free development of diverse identities, mutual knowledge, dialogue and relationships in the local context.

3.4.3 Use of IT in the Improvement of Immigrant Services

In Spain over the past few years, Information and Communication Technologies (ICT) have been used to improve the entire Spanish public administration in its relations with the population. Thus, for example, different formalities relating to work permits, the renewal of residence permits, requests for appointments, etc. can be made via the following website (http://www.map.es/servicios/servicios_on_line/extranjeria). The official forms for any foreigner-related procedure can also be obtained via <http://extranjeros.mtas.es/>. The status of any formality can be tracked online (http://www.map.es/servicios/servicios_on_line/extranjeria/estado_solicitudes).

The National Government has an online portal for citizen affairs (<http://www.060.es>). This portal offers information on educational services, health, housing, citizen participation etc, in addition to the formalities which can be started and/or monitored via the internet. This portal is intended for the general population, although it also has specific sections for different categories of target populations. One of these typologies is the immigrant population, whose members can access legal and administrative information to deal with their residence/working permits or to obtain nationality status,

together with information on how to access rental or home purchase services. Number 060 can also be accessed by phone.

It was in 2007, with Law 11/2007 of 22 June that guarantees e-access to Public Services to all citizens, that Spain decided it would achieve an ambitious objective by 2010. That piece of legislation mandates that, by that year, in general terms, all public services must be available to all citizens electronically. This implies the recognition of this availability as a citizen's right, but also as an obligation for public services to set up electronic resources in order that this right can be exercised. Nevertheless, it should be noted that the fourth additional Disposition of 11/2007 Law states that this rule is additional regarding proceedings in foreignness and immigration issues. Precisely, within the third additional Disposition of the Organic Law 4/2000, it is required, in general, to be physically present before the competent organisation, except in the case of modifications and renewals, as stated in the third additional Disposition of the Organic Law Regulation 4/2000.

Concerning the Ministry of Labour and Social Affairs, an electronic register has been implemented very recently for citizens to register a variety of papers without having to go in person to the registry office. All of the above is part of the Spanish government's ongoing efforts to ensure that citizens have a more effective, straightforward and accessible relationship with citizens.

In this context the different central, regional and local authorities are beginning to undertake projects to analyse and simplify paperwork; they are preparing to become a real e-Administration.

Thus the Ministry of Labour and Social Affairs, to which the Secretariat of State for Immigration and Emigration belongs (and more specifically the Directorate General for Immigrant Integration) has initiated a process to select the priority formalities to be performed at each management centre. This process is underway in collaboration with the Ministry of Public Administrations (MPA), ensuring that specialised staff and the necessary IT is available to the teams at every management centre. Ultimately the objective is to simplify the operating procedures and to make certain that the flowchart is functional and understood by all.

The SIUSS (Social Services User Information System) has been functioning for some years, though there is no specific system for immigrants. This programme has developed the “Social Dossier”. This file allows the collation of the basic details of social services users – information necessary to implement a professional intervention as a response to a social demand. It is organised as a family dossier and facilitates the social workers’ jobs. It provides a useful tool for the follow-up of interventions as well as knowledge of the characteristics and profiles of users and interventions implemented. It combines “bottom-up” information from the Municipalities with information from the Autonomous Communities and the Ministry of Labour and Social Affairs.

Very recently, the SIRIA (Refugees, Immigrants and Asylum Seekers Information System) was put in place by the Directorate General for Immigrant Integration. The system aims at facilitating the hosting system, managing the available places “online”, providing for more efficient management of benefits granted, and of beneficiaries, in relation to the territory, legal status and type of service provided. It facilitates more efficient management of interventions implemented by the different collaborating organisations in the programme, avoiding overlaps and improving quality in delivering services.

4. Immigrants' Experiences: Integration Support Services

This section aims to collect data on the views of immigrants regarding the integration services they use, that is to say, difficulties and problems they face in accessing to the public services (i.e., difficulties with the language, cultural communication, accessibility, opening hours, office location, waiting times, complexity of procedures, racism and discrimination, user satisfaction, etc).

Taking into account the diversity of social organisations and different level of public administrations providing services in support of immigrant integration, it is difficult to provide relevant information responding to the objectives of this report. Thus, what we are presenting in this section is the most relevant information regarding integration services included in the “Report on the Social Situation of Immigrants and Refugees” published in 2007 by the Forum for the Social Integration of Immigrants in which the most representative immigrant associations at national level participated as full members.

The recommendations refer to immigration support services in all the areas touched upon by this document with the exception of Border Services. This is because this theme itself is not to be found in the analysis taken from the Forum Report.

4.1 Opinions issued by the Forum for the Social Integration of Immigrants

4.1.1 Reception

Aspects	Recommendations
Combine and disseminate resources available upon initial reception.	Urge the Ministry of Labour and Social Affairs to draw up a catalogue of Temporary Reception Centers for immigrants in conjunction with Autonomous Communities and Social Organisations
Coordination between administrations cutting across several sectors	Within the reception actions, to encourage public administrations to take a cross-cutting approach where they participate in all the administrative areas, linking these actions with all the social life and community dimensions of municipalities and, specially, the access to housing and employment. To boost coordination between the different administrations involved and also within these.
Assistance to persons in vulnerable and irregular situations and the psycho-affective component involved in reuniting families.	To provide special attention to immigrant populations in vulnerable situations - including those in irregular administrative situations - through reception actions developed by public administrations aimed at ensuring social cohesion.
Translation services and mediation upon arrival in the host country.	New arrivals should be provided with translation services and intercultural mediation.
Strengthening ties between Reception Programmes and General Services	Urge Public Administration to reinforce general services and programmes targeted at reception of immigrants to ensure a higher degree of integration and social cohesion. These same programmes must be adapted to match the new social situation by guaranteeing an inclusive approach.

4.1.2 Education

Aspects	Recommendations
School and curriculum	Promote change in school curriculums in two areas: eliminate an ethnocentric focus, and ensure that content and practices become more inclusive, while fostering integration.
	All aspects of the curriculum must have an intercultural orientation and content. It is not merely a catalogue of objectives and content but it is also the context in which education unfolds, alongside other activities which occupy students' school hours. This is therefore not only a social construction of the administration responsible for education, or of the teaching staff, but rather it is the responsibility of the school as a whole.
	Address language, cultural and affective needs of the sons and daughters of immigrants on an equal footing with other pupils.
	Promote all initiatives aimed at encouraging immigrant families attending the schools to participate, especially in the Parents Association and Boards of Governors as a way of extending this educational and curricular initiative to their children.
Professionals' approaches	Raise expectations and improve the value given by children of immigrants to the efforts they make. High or low expectations will have an impact on their self-esteem and academic performance. Some professional approaches need to be revisited, re-analysing the way in which beliefs can condition immigrant children's self esteem. The teaching community must offer support and encouragement and facilitate learning.
Teacher training	Review basic and ongoing training as a means to ensure that the complexities of students' cultural diversity receive the necessary attention.
Discrimination in education	Design specific instruments with which to combat discrimination in schools by organising events, discussion groups and debates concerning problems, opportunities and integration strategies aimed at integration of the immigrant and refugee communities.
	Launch transparent, efficient and fair mechanisms through which to denounce such practices in educational settings
Facilitate the children of immigrants' access to non-compulsory levels of education.	Facilitate access to Compulsory Secondary Education and to non-compulsory higher education such as University for young foreigners.
Intercultural educational materials and resources.	Provide materials and activities which address the issues of linguistic and cultural diversity, such as Public Libraries or dining facilities, including elements from both the receiving country and the countries

	of origin of foreign students.
Services to assist adults in learning the language of the receiving country	Urge regional and local administrations to respond to the competence awarded them in this area in order to facilitate learning of co-official languages for adult immigrants in adult education centres.
Bureaucracy and problems involved in obtaining recognition of qualifications obtained in country of origin.	To increase efforts aimed to identify the difficulties, and when necessary, to solve delays in the recognition and validation of qualifications and those studies developed in the country of origin.

4.1.3 Employment

Aspects	Recommendations
Analysis of the labour market	Dynamic analyses of the labor market to obtain a better and timely understanding of the status of immigrant workers in the market, thereby influencing active employment policies.
Vocational training.	To foster the information about the availability of different types of professional training encompassed in the Subsystem of Vocational Training, with special attention to younger members of the population.
	Improve monitoring of training courses and individuals who complete such courses.

4.1.4 Housing

Aspects	Recommendations
Equal opportunity of access to housing. Improvement of mediation and information services in housing market	Migrants should be given the same consideration as others who encounter difficulties in accessing housing and should be the target of housing policies to guarantee access to social housing on an equal footing with others.
	Provide better information regarding access to housing for immigrants and promoting programmes of mediation for access to housing. Promote training initiatives on intercultural issues aimed at intermediaries in the housing sector. Provide mechanisms through which official appeals and complaints can be filled to denounce abusive practices exercised against immigrants.

4.1.5 Healthcare

Aspects	Recommendations
Ensure that health programmes disseminated among the population are comprehensible for the immigrant population.	Translate and disseminate programmes concerning health and the healthcare system in the most common languages of immigrant populations resident in Spain. Special attention should be given to health promotion and disease prevention.
Information for new arrivals instructing them on requirements for obtaining healthcare cards.	Inform and guide on obtaining healthcare cards and on the functioning of the healthcare system, especially for immigrant newcomers
Interculturalism in the health service	Training in intercultural skills for health practitioners in contact with immigrants. Adapt protocols and health programmes to accommodate to diverse life style and customs of the immigrant population. Mainstream attention to diversity across all healthcare interventions.

4.1.6 Social Participation

Aspects	Recommendations
Participation in indigenous associations.	To sustain a policy of normalisation, that is, integrating immigrants into associations and networks.
Foster membership of immigrant associations	Support structures and spaces for participation with the resources needed to reinforce membership of associations which enable these groups to work as part of a network in co-responsibility with the administration, as well as with other existing social, political, cultural and economic and religious networks.

4.1.7 Social Welfare

Aspects	Recommendations
Resources	Reinforce the Public Social Services system by endowing the necessary increases in material and human resources.
Inclusive Social Services.	Apply criteria of improved management and service quality standards in dealings with the immigrant population by establishing targeted protocols.
	Provide professionals in the field with intercultural skills and incorporate professionals from the various immigrant nationalities.
	Reinforce programmes aimed at promoting an intercultural relationship.

4.1.8 Other Relevant Areas: Raising Awareness

Aspects	Recommendations
Awareness raising Programmes	Ongoing review to both recycle and innovate in awareness-raising programmes, adapting the tools to the new challenges in today's society.
Programmes as processes as opposed to once-off actions.	The awareness raising programmes should be drafted as processes and not individual actions (projects) or isolated measures with short-term objectives: <ol style="list-style-type: none"> 1) Actions targeting groups that create images and stereotypes (the media, political classes, musicians, film producers, etc) 2) Actions targeting groups who have these images and stereotypes engrained in their collective mind (the general population)
Target group	To define the target group to work with. Planned actions will depend upon the specific characteristics of this group.
Awareness-raising tools and techniques	Awareness-raising programmes should revise conventional instruments and choose those more creative activities that better match the needs of not only the audience they are targeting, but also contemporary times. Traditional approaches (workshops, seminars, market, film) very often fail to reach their target audience.

5. Conclusions and Recommendations

5.1 Conclusions

In Spain, policies in the area of integration of immigrants are shared by both the National Government and the Autonomous Communities. Concerning the latter, in some areas the competences are complete, both in legislative and executive terms, and in others competences are only in relation to implementation. Moreover, the city or town halls have, increasingly, the need to organise and provide assistance services to the immigrant population, but in many cases they do not have sufficient resources. There are nevertheless certain functions, programmes and instruments related to holistic intake, promotion and integration of the groups of immigrants that continue to be the responsibility of the Central Administration.

Thus, on the basis of the Constitutional distribution of responsibilities and the respective Statutes of the Autonomous Regions, programme and support services for the immigrant population (i.e., employment, education, healthcare, social services, housing, etc.) concentrated at a regional and local level. The role of the Central Administration, apart from its own natural competencies, is to establish a state cooperation framework to energise politics, assemble initiatives and grant consistency to the activities undertaken both by the public sector and civil society, all the while reinforcing, by means of financial instruments, those potentially loss-making services provided by local and regional administrations. The Central Administration also undertakes to facilitate the exchange of good practices and the transfer of knowledge among them.

For the above reasons practically all Autonomous Regions and those municipalities with a relevant immigration population have been, as of 2001, working on their specific immigration/integration plans. Although some of these plans are limited to only education or employment issues, most are general in nature and take on multiple areas where the fundamental challenges linked to immigration surface: reception, education, employment and training, health, housing, social services, awareness raising, legal counselling, and cooperation in the area of development, to name a few. Some plans read like catalogues, merely listing resources available, but not limited to immigrants. Others, however, have been conceived in such a way as to include immigration into the action lines undertaken by public policies.

Then again, evidently integration of immigrants basically takes place in cities, towns and neighbourhoods where newcomers settle and interact with the host population. It is thus essential that Spanish municipalities respond to immigrants' needs and requirements by undertaking activities targeting the provision of services to these new neighbours. In most cases this is achieved by attempting to ensure that immigrants make use of the general services provided by the municipality and by contributing to the solution of reception and accommodation problems (i.e., agricultural seasonal workers). All of the above is to be achieved despite the limited resources existing in many municipalities, and on occasion without the institutional and economic means available within other administrations.

Within this context, there are diverse and multiple services supporting integration as contained in regional and local programmes. Services provided are very similar, since the aims, needs and objectives pursued are common to all.

We should add to all of the above the essential role performed by civil society. Its involvement in the formulation and implementation of immigration and integration policies and its cooperation with the public administrations is so relevant that it is fair to say it would have been impossible to achieve some of the immigrant integration policies undertaken in recent years without civil society. Furthermore, these stakeholders have taken on other proprietary actions that have notably raised awareness among the general public of the migratory reality and against possible xenophobic reactions. The three especially relevant groups of stakeholders are trade unions and business associations, NGOs and immigrant associations.

On the other hand, public opinion in the area of immigrant integration responds to the principle of normalisation: since the integration of this group of persons is broached from the vantage point of access to public services on an equal footing with the rest of the population (i.e., access to employment, healthcare, education, housing, social welfare, etc.), the result is the need for a network of services common to both the immigrant and the local population. Evidently within the scope of these mainstream services, the decision is to design programmes that specifically target the immigrant population and that take fully into account the possible disadvantage that they suffer so

as to ease their access and respond to their specific needs. Examples of these programmes are, among others, projects involving intercultural mediators.

On the other hand, NGO-led programmes and those managed by other social agents also seek the same objective by means of diverse instruments (such as training, acquisition of skills, counselling and advising) allowing the immigrant to achieve the best possible conditions in order to access to mainstream public services. These programmes will play a supportive role.

It follows that the entire strategy is designed to strengthen the general public services that should, by rights, adapt to the specificities of a multicultural population so that all persons, independently of their origins, may utilise them. This is the idea stated in the 2007 Report on the Situation of Social Integration of Immigrants and Refugees regarding reception issues: “Integration implies that the underlying principle to all activities undertaken in the area of reception is that immigrant persons are to be dealt with within the same framework of services and programmes currently available to the population in general. It also mandates the scrutiny of programmes and services currently in existence and their modification so as to adapt them to the new social needs and requirements that ensue from the changes undergone by society itself; giving them a new dimension on the basis of the new needs and demands”.

To conclude, then, a model similar to the One-Stop Shop in Spain is not contemplated within the integration of immigrants’ public policy plans, because the aim is to normalise and generalise the use of services designed for the population in general terms.

Having understood all of the above, it might also be relevant to consider the positive aspects of models which are defined as holistic, comprehensive, or “one-stop-shop”. These are models that may be defined as more efficient and flexible when it comes to coordinating different actions, services or benefits that correspond to one same individual. This in turn simplifies both access and resolution. But these models, of which there are some examples in Spain (for instance, the so-called “one-stop-shops” for the creation of a corporation or the above-mentioned Offices for Foreigners), respond to the idea of gathering together, in one single public agency, all the formalities pertaining to one single area within the Administration (be it employment, housing, healthcare, or any

other area), but not to group all of these diverse services under one single heading on the basis of the target group.

We do perceive that Spain needs to improve the following:

- Simplifying the mandatory procedures that immigrants must comply with.
- Progressing in its work to develop databases either jointly or in a coordinated manner.
- Bringing an intercultural approach to the public services.
- Making the best possible use of Information and Communications Technologies in the updating of services and in the attention given to the population in question.
- Improving the coordination of services of different natures.

Together with these five issues there are a series of recommendations.

5.2 Recommendations

Simplifying the mandatory procedures that immigrants must comply with

Simplifying both the access to public services and the mandatory paperwork that an ordinary citizen has to carry out is an objective that Public Administrations are trying to reach and that has been achieved in some sectors (i.e. Social Security Organisations or National Tax Agency) more than in others, which implies an important benefit for users, but it continues to be an important demand as much for the indigenous population as for the third-country nationals; these latter concerning the administrative procedures to obtain residence and work permits mainly.

Simplifying the access and administrative steps implies basically three elements:

- Clear identification of the offices involved in citizens' service provision, as well as transparency about the sort of paperwork they deal with, not only for individual users but also for other public services.
- Grouping all the administrative steps pertaining to the same administrative procedure within a unique type of office, although geographically dispersed (districts, cities, provinces, etc) according to the number of users.
- Creating a joint database that makes data management easier and more efficient, avoiding overlapping steps.

Regarding this, we should point out that currently a feasibility study is being carried out for a common IT tool for processing foreigners' cases.

In this sense, the new ongoing integrated approach of the Offices for Foreigners mentioned in this report would be in keeping with this recommendation.

Progressing in its work to develop databases either jointly or in a coordinated manner.

We must do our utmost to advance in data registering and their possible future use. It would be advisable to consider, either by typologies of services or by organisations working in the same city, creating databases for joint data registration. This would allow for the creation of dependable records detailing different information areas. Along these lines, the 2007 Report on the Situation of the Social Integration of Immigrants issues the following recommendation: "To obtain appropriate information regarding immigrant persons' access to and use of services and benefits of a social nature, requesting of all Autonomous Regions that pertinent or equivalent data and information be deposited into the Social Service User's Information System and that the following fields be mandatory: users' nationality, duration of stay and attested data to be collected as relevant to the services benefited from and assistance received from local corporations and NGOs".

Also, having access to common information would also allow for the coordination of follow-up systems related to the issue itself of the integration of immigrant persons that periodically would feed into ongoing assessments to determine progress achieved in the area of integration. To date, in Spain we have access to good records regarding residence, nationality, employment, age, and so on that allow for the management of data: these are facts that give us an idea of the immigrant population as a whole. However, having access, for instance, to reliable, robust data regarding specific social benefits accorded to an individual or a family, and even more so, being advised as to when the individual or family stops receiving them, may be an excellent point or indicator to determine, in whatever field it is that is being studied, existing progress in the field of integration.

Currently this is being undertaken by the SIRIA (Sistema de Información sobre Programas para refugiados, inmigrantes y solicitantes de asilo - Information System on Programmes for refugees, immigrants and asylum seekers) of the Directorate General for Immigrant Integration. This programme is aimed to facilitate their reception through managing the existing vacancies in real time, to speed up both the grants given and the beneficiaries from the point of view of geography, legal status and kind of service delivered. It allows to the supporting entities (NGOs) to manage those actions developed more effectively, avoiding overlapping and improving the quality when delivering services.

Bringing an intercultural approach to the public services arena.

This report points out that, regarding the approach of public policies in the area of integration, the focus is on a normalisation of the use made by the immigrant population of public services and that this normalisation demands that those services be adapted to the Spanish reality: Spain has a multicultural population. We have also mentioned that an intercultural position, in terms of the working methodology and approach, is basically achieved by means of the use of intercultural mediators who are either brought on to the teams providing support or called in to coach the different agencies' or offices' staff in

the area of intercultural expertise. We must, nevertheless, differentiate between two issues:

A) Having intercultural mediators as a means of facilitating the immigrant population's access to Spanish public services by improving the style and manner of services provided by telephone and on-site, and on occasion the actions performed outside of the area of these services by means of a figure identified in many Autonomous Regions as employment mediation alternatives.

B) Being able to count on intercultural public services. We believe that as a society we should hold a far-reaching debate so as to agree on a definition of the term intercultural public service. So far, many municipalities have endeavored to include intercultural mediators in their teams, mainly with the intention of providing support as described in the previous item, and on other – fewer - occasions, so that the mediator actively participates and contributes with intercultural designs and methodologies to the service in question.

We must remember the previous disparity and continue by posing the following question: how can an intercultural approach within the public services be articulated? To respond to these questions and participate in the debate, we must learn from other countries' experiences, countries more familiar with immigration than Spain, countries that are currently deliberating on the kind of intercultural public services they should develop on the basis of the different measures in which the intercultural mediator is but one of the resources and means called upon to achieve the interculturalism of public services that we seek. For the time being, services of an intercultural nature are such merely because there is an intercultural mediator involved.

Making the best possible use of Information and Communications Technologies in the updating of services and in the attention given to the population in question.

As described in the report, the public services of Spain are increasingly relying on ICT; as they become more modern, and, thus, the relationship with citizens improves (quick access, avoiding on-site trips, time saving, etc.). What is more, Law 11/2007 on electronic access to the public services by citizens, foresees that ICT use will increase

within the administration and in the near future, so it is likely that access to some procedures will be, basically, electronic. The provision of ICT Systems adapted to the users and public services needs would allow for:

- Simplifying procedures and workloads for office's working teams through interconnected IT tools..
- Obtaining information and data in a more efficient way to follow up on immigrant integration policy.
- Facilitating citizens' access to public services, by resolving paperwork through internet services (request for renewal, certificates of return, etc.).

In this scenario we must do our utmost to ensure that the immigrant population in general be computer-literate to a sufficient degree, and especially the group within it most at risk of suffering inequalities or at the greatest disadvantage to preventing gaps of inequality. Some NGOs include IT and internet sessions in their comprehensive integration itineraries; these usually target active job-seeking activities.

Improving the coordination of services of different nature

In Spain, depending on one's experience in the area of working with the immigrant population and on the degree of development of the methodologies in use, there are effective coordination activities in place either between organisations or between services. It stands to reason that within a single municipality that offers services including social welfare, housing, education, healthcare and others, coordinating among one and all may be facilitated, since they are all contained within one single organisation. But the attention addressed to immigrants in Spain is developed by the Autonomous Regions, city halls and NGOs performing the task of support entities. Obviously the network of public or private stakeholders performing activities for the benefit of immigrants is diverse, and constant tracking and coordination of interdependent services is mandatory: numbers of individuals or families cared for, record-keeping activities and reporting on benefits, etc. This is why it is an absolute priority to combine efforts and effectively coordinate procedures that are more than just calling meetings involving

teams from different services. Within this context we recommend the identification and transferral of best practices so as to adopt more effective coordination procedures.

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